

The Honorable Dean Heller (NV-02)
Statement on Interior Appropriations
3.25.10

Thank you Chairman Moran and Ranking Member Simpson for having me here this morning.

Nearly 84% of Nevada is controlled by the federal government. This presents us with many unique challenges and leaves my constituents directly impacted by the funding under this subcommittee's jurisdiction. However, today I would like to highlight two issues that are currently of great importance to my state

The health of our rangelands under federal jurisdiction greatly impacts the health of local communities in Nevada.

Nevada's rangelands are in serious need of restoration and rehabilitation. As I am sure both of you are aware, the U.S. Fish and Wildlife Service recently announced that the sage grouse is a candidate for listing under the Endangered Species Act, and in some areas of Nevada, we expect listing to occur sometime in the next few years.

Sage grouse habitat consists of large portions of Nevada, as well as large portions across many Western states. To say that an official listing of the sage grouse as an endangered species will have a dramatic impact on the West is a vast understatement.

Wildfires, invasive weeds and the overpopulation of non-native wild horses have led to severe damage to our range and wildlife populations. Some of the native wildlife, such as the sage grouse, relies heavily on a healthy sagebrush ecosystem to maintain healthy populations.

In light of these problems, I would like to voice my support for making rangeland restoration a greater priority. The two top causes for the decline of sage grouse populations in Nevada are wildfires and invasive weeds. While I continue to strongly support wildfire suppression as a priority, I also believe greater efforts should be made to curb the infestation of invasive weeds and elevate rangeland restoration as a higher priority.

The second issue I would like to bring to this committee's attention is the removal of geothermal royalties to local governments.

As you know, the FY10 Interior Appropriations legislation contained a provision that stripped counties of the geothermal energy revenue sharing that was enacted as part of the Energy Policy Act of 2005.

This provision robs counties of their 25 percent share, which they count on to provide services and infrastructure, in part, made necessary by geothermal development and production in their communities.

Some of our western communities have as little as 2% taxable land base, and geothermal revenue sharing provides a funding stream that allowed counties to fund services such as law enforcement, schools, emergency health care, and other critical infrastructure.

I have introduced bipartisan legislation with Rep. Mike Thompson to restore the county share of these revenues. While I believe those revenues should be returned to the local governments this year, I am here today to advocate for the removal of this provision for the next fiscal year.

At a time when Nevada counties are struggling to address falling revenues, action by Congress suddenly cut a significant portion of their local county budgets. Nevada has been hit with high foreclosure rates and counties in my district are grappling with increasing unemployment. Local governments in Nevada are struggling to provide essential services and these revenues are critical.

While this problem was created as part of FY10 Appropriations, it can be fixed very simply as part of FY11 appropriations.

During these difficult economic times, this funding is vital and it is my hope that the Committee will right this wrong. I strongly urge you to reinstate the geothermal royalty share.

Thank you for your time.



In Memory of Our Heroes

Christian Adams
Lorraine G. Bay, Crew
Todd Beamer
Alan Beaven
Mark Bingham
Deora Bodley
Sandra W. Bradshaw, Crew
Marion Britton
Thomas E. Burnett, Jr.
William Cashman
Georgine Rose Corrigan
Patricia Cushing
Jason Dahl, Capt.
Joseph Deluca
Patrick Driscoll
Edward Porter Felt
Jane C. Folger
Colleen L. Fraser
Andrew Garcia
Jeremy Glick
Lauren Grandcolas
Wanda A. Green, Crew
Donald F. Greene
Linda Gronlund
Richard Guadagno
Leroy Homer, Jr., First Officer
Toshiya Kuge
CeeCee Lyles, Crew
Hilda Marcin
Waleska Martinez
Nicole Miller
Louis J. Nacke, II
Donald A. Peterson
Jean Hoadley Peterson
Mark Rothenberg
Christine Snyder
John Talignani
Honor Elizabeth Wainio
Deborah Ann Jacobs Welsh, Crew
Kristin Gould White

families of flight 93

STATEMENT OF GORDON FELT, PRESIDENT, FAMILIES OF FLIGHT 93 BEFORE THE HOUSE INTERIOR, ENVIRONMENT AND RELATED AGENCIES APPROPRIATIONS SUBCOMMITTEE

Chairman Moran, Ranking Member Simpson, and Members of the Subcommittee:

My name is Gordon Felt and I am the President of the Families of Flight 93. The Families is a non-profit organization comprised of family members of the passengers and crew of United Flight 93. We are dedicated to honoring our loved ones' actions -- including those of my brother Edward Porter Felt -- that prevented an attack on our nation's capital at the cost of their lives.

Attending this hearing with me today are two other Families of Flight 93 members: our Vice President, Patrick White and our Treasurer, Deborah Borza. Deborah's daughter, Deora Bodley, and Patrick's cousin, Louis J. Nacke II, were two other heroes on board Flight 93.

On behalf of our Board of Directors, we appreciate the opportunity to appear before you today to provide the Subcommittee with a progress report on the Flight 93 National Memorial, as well as to request the Subcommittee's continued support in providing funding for the Memorial. However, before I begin, I want to voice my sincere appreciation and thanks to Chairman Dicks for all he has done on behalf of the Families of Flight 93 and the Memorial.

While I am quite sure you are all well aware and appreciative of the heroic efforts taken by our loved ones on September 11th, I would like to remind you that Flight 93 was only 20 minutes from our nation's capital when the passengers and crew of the plane rushed the cockpit and overpowered the hijackers.

To keep the promise that this nation and Congress made to appropriately honor the heroes' memories, it is critical that the first phase of the Flight 93 National Memorial be dedicated by the 10th Anniversary of September 11th.

Almost immediately following the crash of Flight 93, visitors began arriving in Somerset County in rural Pennsylvania to see the place where the journey of Flight 93 tragically ended. Local officials and volunteers created a temporary memorial on a hilltop overlooking the crash site. Since September 11, 2001, more than one million visitors have

come to this temporary Memorial and over 250,000 people from around the country and the world are expected to visit the permanent Memorial each year when its subsequent phases are completed.

Driven by a desire to ensure that the valiant efforts of the passengers and crew of Flight 93 were never forgotten, Senator Arlen Specter and the late Congressman John Murtha introduced legislation establishing the Flight 93 National Memorial. In 2002, Congress passed and the President signed the Flight 93 National Memorial Act (P.L. 107-226), which established the creation of the Flight 93 National Memorial “to commemorate the passengers and crew of United Flight 93 who, on September 11, 2001, courageously gave their lives thereby thwarting a planned attack on our Nation’s capital.” The Memorial will serve to honor the courage and enduring sacrifice of the 40 heroes of Flight 93. It will be a place for individuals to learn about the events of September 11th and to find meaning and inspiration from their experience.

The Flight 93 National Memorial’s General Management Plan proposes to construct a Memorial, visitors’ center, roads, parking facilities, and associated infrastructure to accommodate approximately 250,000 annual visitors. The effort is expected to create nearly 1,200 new jobs in Somerset County, Pennsylvania, and the surrounding region, including 670 positions in construction and related fields over a four-year period. The balance would be permanent employment resulting from increased tourism and related businesses.

The boundaries of the Memorial are approximately 2,200 acres including 1,000 acres that will be privately held, but protected through easements or partnership agreements. In 2009, Secretary Salazar announced that the federal government had reached agreements with the landowners for all the properties needed for the construction of the Memorial’s first phase. Without Secretary Salazar’s personal involvement and commitment to securing these lands, it is highly unlikely the negotiated acquisition of these critical lands would have ever occurred. For that, the Families of Flight 93 is forever grateful.

The design for the Memorial was announced on September 9, 2005, amid overwhelming support from the Families of Flight 93 and our partner organizations, including the Flight 93 Memorial Task Force, the Flight 93 Federal Advisory Commission, the National Park Service, and the National Park Foundation.

In September 2004, a two-stage International Design Competition was launched, providing design professionals, as well as the general public, an opportunity to present design concepts for a permanent memorial. The competition received more than 1,000 entries from around the world, including narrative and graphic descriptions for the Flight 93 National Memorial. The Memorial design was selected by the 15-member Stage II Jury comprised of design professionals, local community leaders, and family members. The selected design was created by Paul Murdoch Architects of Los Angeles, California – a firm known for its environmental design sensitivity – in collaboration with Nelson Byrd Woltz Landscape Architects of Charlottesville, Virginia.

Significant progress was made in 2009 to assure the timely completion of the permanent Memorial such that a solemn groundbreaking ceremony was held on November 7, 2009, and a construction contract for Phase I was awarded. And on February 1, 2010, a construction motion to proceed order was issued by the National Park Service.

The budget estimate for the design and construction of the Memorial's first phase is \$58.4 million. A cost estimate was prepared to reflect 2010 construction dollars, anticipated to be the mid-point of construction. The budget, phasing plan and strategy to deal with increased costs of construction were presented to the National Park Service Development Advisory Board (DAB) in March 2008 and were approved.

The construction's phasing plan was developed to:

- First, protect the most important features of the Flight 93 National Memorial – the Sacred Ground, where the final resting place of the heroes is located, and the Field of Honor – and develop the primary features of the Memorial, including visitor access near the Sacred Ground;
- Second, provide a place for understanding, education, and meaningful civic dialogue regarding Flight 93 and September 11th in a facility that protects visitors from the harsh, cold and windy Somerset County winter; and
- Third, provide for direct access off Route U.S. 30, known as the Lincoln Highway, thereby protecting the small surrounding communities near the Memorial, at their request.

Securing the funds for the design and construction of the Memorial is a public/private partnership between the federal government, the Commonwealth of Pennsylvania, and the American people. Under the partnership agreement, the federal government is responsible for providing \$18.4 million and the Commonwealth of Pennsylvania would provide \$10 million. Private donors would be responsible for raising \$30 million.

More than 57,000 donors – both large and small, from across the nation and around the world – have raised over \$17 million for the Memorial and we are on target to reach our \$30 million goal. The Commonwealth of Pennsylvania has exceeded its original commitment of \$10 million, providing approximately \$18.5 million to the project. Since Fiscal Year (FY) 2005, Congress has appropriated \$10,371,000 toward the design and construction of the Memorial from the Department of the Interior and Department of Transportation funding bills. The bipartisan support provided by the House and Senate to ensure that the necessary federal funds are available to complete the Memorial's first phase by the 10th Anniversary of September 11th is truly appreciated.

For FY 2011, the Families of Flight 93 have requested \$3 million in funding from the Interior, Environment, and Related Agencies bill for the Memorial's Phase 1B water and sewage infrastructure needs as provided by the Project's General

Management Plan. I ask you and your committee for their individual attention to, and collective support for, this funding request.

Mr. Chairman, the Flight 93 National Memorial is truly a “national” memorial for all democracy-loving citizens of the world to commemorate and reflect on the tragic events of September 11th, as well as to recognize the valiant efforts of the 40 heroes of Flight 93, who undoubtedly saved one of the two most recognized symbols of democracy in the world – the White House or the “People’s House,” the U.S. Capitol.

Before I conclude my remarks, I would like to bring to the Subcommittee’s attention the Families of Flight 93’s concern regarding the recently enacted Republican Conference rule change on earmarks and its impact on our ability to request federal funding for the Memorial’s completion. The Memorial is a congressionally authorized project whose federal funding in the past has been provided through congressionally directed spending, primarily sponsored by Congressman Bill Shuster. With Congressman Shuster now unable to request funding for the Memorial, valid questions have been raised about whether the federal government’s financial commitment to the Memorial will be realized. Mr. Chairman, the Families of Flight 93 have submitted an appropriations application to your office. We respectfully request that you personally support our efforts this year to ensure that the needed funds are secured.

In closing, we thank you all again, for the opportunity to speak before you today. I look forward to answering any questions, Mr. Chairman, you or the other members of the Subcommittee, may have.



Partnership for the National Trails System

222 S. Hamilton #13 Madison, WI 53703 Phone: (608) 249-7870
www.nationaltrailspartnership.org Fax: (608) 257-3513

GARY WERNER, EXECUTIVE DIRECTOR
STATEMENT TO THE

March 25, 2010

U.S. HOUSE OF REPRESENTATIVES COMMITTEE ON APPROPRIATIONS SUBCOMMITTEE ON INTERIOR, ENVIRONMENT & RELATED AGENCIES

Mr. Chairman and members of the subcommittee:

The Partnership for the National Trails System appreciates your support over the past 16 years, through operations funding and dedicated Challenge Cost Share funds, for the national scenic and historic trails administered by the National Park Service. We also appreciate your increased allocation of funds to support the trails administered and managed by the Forest Service and for the trails in the Bureau of Land Management's National Landscape Conservation System. To continue the progress that you have fostered, the Partnership requests that you provide **annual operations funding for each of the 30 national scenic and historic trails** for Fiscal Year 2011 through these appropriations:

- **National Park Service: \$16.584 million** for administration of **23 trails** and for coordination of the long-distance trails program by the Washington office. **Construction: \$265,000** for the **Ice Age**, **\$120,000** for the **Continental Divide**, and **\$200,000** for the **Pacific Crest Trails**.
- **USDA Forest Service: \$10.195 million** to administer **6 trails** and **\$1.1 million** to manage parts of **16 trails** administered by the NPS or BLM.
- **Bureau of Land Management: to coordinate its National Trails System Program: \$250,000;** to administer these trails: **Iditarod Trail: \$1 million**, the **Camino Real de Tierra Adentro Trail: \$230,000**, the **Old Spanish Trail: \$350,000** and to manage portions of **10 trails** administered by the Park Service or the Forest Service: **\$3.088 million; \$3,140,000** for operating five National Historic Trail interpretive centers; **Construction: \$267,500** for the **Continental Divide** and **\$300,000** for the **Pacific Crest Trails**.
- We ask that you appropriate **\$4.5 million** for the **National Park Service Challenge Cost Share Program** and continue to direct one-third (\$1,500,000) for national scenic and historic trails or create a separate **\$1.5 million National Trails System Challenge Cost Share Program**.
- We ask that you add **\$500,000** to the **Bureau of Land Management's Challenge Cost Share Program** and allocate it for the national scenic and historic trails it administers or manages.
- We ask that you appropriate **\$1.5 million** to the **National Park Service Conservation and Outdoor Recreation office** to support employment of **50 Student Interns** to work for a year with individual scenic, historic, and recreation trails of the National Trails System.

We ask that you appropriate from the **Land and Water Conservation Fund** for land acquisition:

- to the **Forest Service: \$13.66 million** for the **Pacific Crest Trail**, **\$5.427 million** for the **Florida Trail**; **\$4 million** for the **Old Spanish Trail**; **\$13.899 million** for the **Appalachian Trail**, and **\$4.8 million** for the **North Country Trail**;
- to the **Bureau of Land Management: for the Oregon Trail** in Oregon - **\$1.5 million** and in Idaho - **\$400,000**, **\$1 million** for the **Lewis & Clark Trail** in Montana, **\$1.5 million** for the **Pacific Crest Trail** in Oregon, **\$712,000** for the **Continental Divide Trail**, and **\$250,000** for the **Pacific Northwest Trail** in Washington;
- to the **Park Service: \$10.469 million** to grant to the **State of Wisconsin** to match state funds for the **Ice Age Trail** and **\$2 million** to grant to 7 states for the **North Country Trail**; **\$1.505 million** for the **Appalachian Trail**.

We also ask that you appropriate from the **Forest Service Forest Legacy program \$3.375 million** to protect the Vallecitos High Country in New Mexico along the **Continental Divide Trail**.

National Park Service

We request **\$1.5 million** to fund a pilot program of “**Youth Outreach Development Internships**” in the National Trails system. This funding would support employment of **50 Student Interns** to work for a year with individual national scenic, historic, and recreation trail organizations to help younger people become aware of these trails and take part in the stewardship activities of the nonprofit organizations that sustain them. This funding will be shared with the Bureau of Land Management and the Forest Service. We support the Administration’s requested **\$957,000** for the **Connect Trails to Parks** project to enhance the public’s understanding of the National Trails System and its relationship to the National Park System.

The **\$16.584 million** we request for **Park Service operations** includes increases for some of the trails to continue the progress and new initiatives made possible by the additional funding Congress provided over the past six years. We support the Administration’s requested funding for the new **Star Spangled Banner** and **Washington-Rochambeau National Historic Trails** and we request **\$300,000** for the Park Service to implement planning and administration for the **New England National Scenic Trail**.

We request an increase of **\$640,000** to expand Park Service efforts to protect cultural landscapes at more than 200 sites along the **Santa Fe Trail**, to develop GIS mapping, and to fund public educational outreach programs of the Santa Fe Trail Association. An increase of **\$763,000** for the **Trail of Tears** will enable the Park Service to work with the Trail of Tears Association to develop a GIS to map the Trail’s historical and cultural heritage sites to protect them and to develop interpretation of them for visitors. We support the Administration’s requested increases for the **Juan Bautista de Anza** and **Ala Kahakai Trails**. We request a further increase to **\$799,000** for the **Ala Kahakai Trail** to enable the Park Service to work with E Mau Na Ala Hele and other community organizations to care for resources on the land and with the University of Hawaii to conduct archaeological and cultural landscape studies along this trail.

We support the Administration’s requested funding of **\$1,724,000** for the **Appalachian Trail** to expand the highly successful “Trail to Every Classroom” program of the Appalachian Trail Conservancy. The **\$1,364,000** we request for the **4,200 mile North Country Trail** will enable the Park Service to provide greater support for the regional GIS mapping, trail building, trail management, and training of volunteers led by the North Country Trail Association. This funding will also enable the Park Service to move the administrative office for the North Country Trail to Michigan for more efficient and effective collaboration with the North Country Trail Association. The **\$1,274,000** we request for the **Ice Age Trail** includes a **\$415,000** increase to enable the Park Service to develop and begin to implement an Interpretive Plan, to complete trail route planning, and to support stewardship by Ice Age Park & Trail Foundation staff and volunteers of lands acquired for the trail.

Construction: We request that you appropriate for trail and historic site construction projects **\$265,000** for the **Ice Age Trail**, **\$120,000** for the **Continental Divide Trail** and **\$200,000** for the **Pacific Crest Trail** in the national parks crossed by these two trails.

Challenge Cost Share programs are one of the most effective and efficient ways for Federal agencies to accomplish a wide array of projects for public benefit while also sustaining partnerships involving countless private citizens in doing public service work. The Partnership’s member organizations were shocked by the Administration’s elimination of these highly effective programs of the **Park Service, Bureau of Land Management, and Fish and Wildlife Service**. We request that you **restore all of them** and appropriate **\$4.5 million in Challenge Cost Share** funding to the **Park Service** for FY11 as a wise investment of public money that will generate public benefits many times greater than its sum. We ask you to **continue to direct one-third of the \$4.5 million** for the **national scenic and historic trails** to continue the steady progress toward making these trails fully available for public enjoyment. We suggest, as an alternative to the annual allocating of funds from the Regular Challenge Cost Share program, that you create a separate **National Trails System Challenge Cost Share** program with **\$1.5 million** funding.

USDA - Forest Service

As you have done for several years, we ask that you provide additional operations funding to the **Forest Service** for administering five national scenic trails and one national historic trail, and managing parts of 16 other trails. We ask you to appropriate **\$10.195 million** as a separate budgetary item specifically for the Arizona, Continental Divide, Florida, Pacific Crest, and Pacific Northwest National Scenic Trails and the Nez Perce National Historic Trail within an over-all appropriation for **Capital Improvements and Maintenance for Trails** of **\$136 million**. Full-time managers have been assigned for each of these trails by the Forest Service. Recognizing the on-the-ground management responsibility the Forest Service has for **838 miles** of the Appalachian Trail, more than **650 miles** of the North Country Trail, and sections of the Ice Age, Anza, Caminos Real de Tierra Adentro and de Tejas, Lewis & Clark, California, Iditarod, Mormon Pioneer, Old Spanish, Oregon, Overmountain Victory, Pony Express, Trail of Tears and Santa Fe Trails, we ask you to appropriate **\$1.1 million** specifically for these trails.

Work is underway, supported by funds you provided over the past nine years, to close several major gaps in the **Florida Trail**. In 2010 Florida Trail Association volunteers will build 2 bridges and 2000 feet of boardwalk. The Partnership's request of **\$10.195 million** above includes **\$1.75 million** to enable the Forest Service and FTA to **maintain 1,323 miles** of trail and to control invasive species, do ecosystem restoration, and otherwise manage **4,625 acres** of new Florida Trail land.

The Partnership's request of **\$10.195 million** above also includes **\$2.275 million** to enable the Forest Service and the Continental Divide Trail Alliance to build or reconstruct **190 more miles** of the **Continental Divide Trail**. This will continue new CDT construction funded each year since FY98.

Bureau of Land Management

While the **Bureau of Land Management** has administrative authority only for the **Iditarod, El Camino Real de Tierra Adentro, and the Old Spanish National Historic Trails**, it has on-the-ground management responsibility for **641 miles** of five scenic trails and **3,115 miles** of eight historic trails administered by the National Park Service and U.S. Forest Service. The bureau recognized the significance of these trails by including them in the **National Landscape Conservation System** and, for the first time, in FY02, by providing funding for each of them. The Partnership applauds these decisions of the Bureau and encourages its staff to budget specific funding for each of these trails.

We ask you to provide at least **\$75 million** as **new permanent base funding** for the **National Landscape Conservation System** and that you appropriate as **new permanent base funding** **\$250,000** for **National Trails System Program Coordination**, **\$1 million** for the **Iditarod Trail**, **\$230,000** for **El Camino Real de Tierra Adentro Trail**, **\$350,000** for the **Old Spanish Trail**, and **\$3,088,000** for management of the portions of the ten other trails under the care of the Bureau of Land Management. We request **\$267,500** for construction of new sections of the **Continental Divide Trail**, **\$300,000** for maintenance of the **Pacific Crest Trail**; and **\$3,140,000** to operate **five historic trails interpretive centers**.

We ask you to **restore** the Bureau's **Challenge Cost Share** program and to add **\$500,000** directed for projects for the National Trails System as you have done for many years with the Park Service's Challenge Cost Share program.

To promote greater management transparency and accountability for the National Trails and the whole **National Landscape Conservation System**, we urge you to request expenditure and accomplishment reports for each of the NLCS Units for FY10 and to direct the Bureau to include unit-level allocations by **major sub-activities** for each of the scenic and historic trails, and wild and scenic rivers -- as the Bureau has done for the monuments and conservation areas -- within a **new activity** account for the National Landscape Conservation System in FY11. Existing accounts for Wilderness Areas and Wilderness Study Areas should also be included in this new National Landscape Conservation System activity account. The

Bureau's lack of a unified budget account for National Trails prevents the agency from efficiently planning, implementing, reporting, and taking advantage of cost-saving and leveraging partnerships and volunteer contributions for every activity related to these national resources.

Land and Water Conservation Fund

The Partnership requests that you appropriate **\$425 million for Federal land acquisition and \$175 million for grants to the States from the Land and Water Conservation Fund** and that you make the specific appropriations for national scenic and historic trails detailed at the beginning of this statement and below.

FOREST SERVICE: The **\$13.66 million** we request for the **Pacific Crest Trail** will continue to support the acquisition underway by the **Forest Service** Lands Team and the **Park Service** National Trail Land Resources Program Center, protecting 12 miles of PCT in Washington and taking 34 miles off of roads in southern California. The **\$5.427 million** requested for the **Florida Trail** will continue another successful collaboration between these two agencies to protect 15 critical segments involving another 3 miles of the Trail. We request **\$4 million** to protect a stretch of the **Old Spanish Trail** in the Carson National Forest, **\$13.899 million** to protect sections of the **Appalachian Trail** in the Chattahoochee, Cherokee, Jefferson, and Nantahala National Forests and **\$4.8 million** to buy land for the **North Country Trail** in the Hiawatha and Ottawa National Forests.

BUREAU of LAND MANAGEMENT: We request **\$1.5 million** for the Cascade Siskiyou National Monument that will also preserve sections of the **Pacific Crest Trail** in Oregon, **\$1 million** for the Chain-of-Lakes in Montana to preserve a stretch of the **Lewis & Clark Trail**, **\$250,000** to purchase land for the **Pacific Northwest Trail** in Washington, **\$1.5 million** to purchase land along the Big Sandy River in Oregon for the **Oregon Trail**, **\$400,000** to protect a section of the **Oregon Trail** in Idaho, and **\$712,000** for the **Continental Divide Trails**.

PARK SERVICE: The National Trails System Act encourages states to assist in the conservation of the resources and development of the national scenic and historic trails. Since FY2000 **Wisconsin** has matched \$12.3 million Federal LWCF funding with \$21.8 million to help conserve the resources of the **Ice Age National Scenic Trail** by purchasing 51 parcels totaling 7727 acres. Another 40 parcels are under negotiation, appraisal or option to purchase. The requested **\$10.469 Million** Land and Water Conservation Fund grant to **Wisconsin** will continue this very successful Federal/State/local partnership for protecting land for the **Ice Age Trail**. We also request **\$2 million** to provide similar grants to the seven states along its route to close gaps in the **North Country Trail** and **\$1.505 million** for the **Park Service** to acquire parcels in Pennsylvania and Vermont for the **Appalachian Trail**.

Private Sector Support for the National Trails System

Public-spirited partnerships between private citizens and public agencies have been a hallmark of the National Trails System since its inception. These partnerships create the enduring strength of the Trails System and the trail communities that sustain it by combining the local, grass-roots energy and responsiveness of volunteers with the responsible continuity of public agencies. **They also provide private financial support for public projects, often resulting in a greater than equal match of funds.**

The private trail organizations' commitment to the success of these trail-sustaining partnerships grows even as Congress' support for the trails has grown. In **2009 the trail organizations fostered 907,380 hours** – an **increase of 9%** over 2008 - of documented volunteer labor valued at **\$18,601,295** to help sustain the national scenic and historic trails. The organizations also raised **private sector contributions of \$11,908,248** to benefit the trails.

Statement of Arthur Cerullo
Speaker, American Lung Association Nationwide Assembly
before the U.S. House of Representatives Committee on Appropriations,
Subcommittee on Interior, Environment, and Related Agencies
Fiscal Year 2011
U.S. Environmental Protection Agency
March 25, 2010

Summary: Funding Recommendations (Dollars in Millions)

US Environmental Protection Agency	
Healthier Outdoor Air	\$811.3
• Federal Stationary Source Regulation	\$34.9
• Federal Support of Air Quality Management	\$142.3
• Clean Air Allowance Trading Program	\$31.1
• Federal Vehicle and Fuels Standards	\$100.7
• State and Local Air Quality Management (STAG)	\$309.1
○ Air Monitoring	\$15
• Diesel Emission Reductions (STAG)	\$100
Human Health Risk Assessment	\$48.9
Healthier Indoor Air	\$47.1
Research: Clean Air	\$85.3

Mr. Chairman, members of the Committee, I am Arthur Cerullo, the Speaker of the American Lung Association Nationwide Assembly. I am honored to testify in support of the Environmental Protection Agency's program to improve the nation's air. I have been a volunteer for the American Lung Association for more than twenty years. I am an attorney in private practice in Portland, Maine and prior to law school, I was a chemical process engineer for seven years. The American Lung Association was founded in 1904 to fight tuberculosis and today, our mission is **to save lives by improving lung health and preventing lung disease**. We accomplish this through research, advocacy and education. Today, I would like to discuss with you our support for EPA's FY2011 budget for its Clean Air Program. This program will improve public health and more effectively protect those with lung disease from the adverse effects of air pollution. As Congress addresses global warming and energy issues through exciting new technology, cleaner energy sources and new policies, there is an opportunity to ensure that the air is cleaner. We urge this committee to ensure that the Clean Air Act's promise of clean, healthy air for all Americans is kept.

Lung Disease and Air Quality

Lung disease is a significant health problem in the United States. Lung disease is the third leading cause of death in the United States - responsible for one in every six deaths. More than 35 million Americans suffer from a chronic lung disease. According to the National Institutes of Health, lung diseases cost the U.S. economy an estimated \$173.4 billion annually. Nearly all lung diseases are impacted by air pollution. How well or poorly our lungs perform depends on the quality of the air we breathe, making the impact of air pollution inescapable. Air pollution

remains a primary contributor to the burden of respiratory diseases in our healthcare system as well.

The Clean Air Act has proven to be a powerful tool to improve the quality of our nation's air. Since 1990, when Congress strengthened the Clean Air Act, the annual average emissions of sulfur dioxide nationwide have dropped by 59 percent, nitrogen oxide emissions have been reduced by 35 percent and carbon monoxide has plunged by 68 percent. Ambient or outdoor ozone levels are 14 percent lower on average. Fine particle levels are down by 19 percent. However, much remains to be done. Millions of Americans live in counties that do not meet current Clean Air Act health standards, including those in the Washington DC metropolitan area. The EPA estimates that 126.8 million Americans in 2008 lived in areas where they were exposed to unsafe levels of air pollution.

We are pleased to see that the President's budget increases the EPA budget for Healthier Outdoor Air to \$811.3 million and for Healthier Indoor Air to \$47.1 million. These increases will help the EPA address the significant health and environmental impact of air pollution.

Setting National Ambient Air Quality Standards

The Clean Air Act requires EPA to review the National Ambient Air Quality Standards for ozone, particulate matter, sulfur dioxide, nitrogen oxide, carbon monoxide and lead every five years. We are pleased to see EPA address this obligation in a timelier manner. Historically, EPA has not met the deadlines for these reviews and has been obligated to complete such reviews under court order. Last year, the U.S. Court of Appeals ruled that the EPA needed to reconsider the scientific evidence for much stronger particulate matter standards, sending their 2006 standards back to EPA for corrective action. We are pleased that EPA is on track to propose a new fine particle standard in November 2010 and issue a final standard in July 2011. In 2008, EPA set national air standards for ozone that ignored the unanimous agreement among the independent scientific advisory committee on the need for much more protective new standards, despite the Clean Air Act's clear requirements to establish science-based standards that protect public health. We are especially pleased that EPA has proposed a much stronger ozone standard, reflecting that earlier scientific assessment. EPA is expected to finalize the ozone standard in August. It is critical that the committee support setting National Ambient Air Quality Standards at levels that are appropriate for the protection of public health. **To accomplish the important air standards work, we support EPA's budget request of \$48.9 million to support the Human Health Risk Assessment and we strongly support funding for Federal Stationary Source Regulations at \$34.9 million that includes work to set the standards.**

Meeting National Air Pollution Health Standards

Efforts to clean up power plants and other measures to implement pollution cleanup are finally moving forward, but much work remains. EPA is working on new rules to implement the ozone standards and PM standards. EPA also must move forward with regulations to clean up power plants including the Clean Air Interstate Rule replacement and a MACT (Maximum Achievable Control Technology) rule for electric generators, as well as additional rules to regulate other large emission sources—tools that our communities must have to meet the national air standards. EPA must also support state and tribal efforts to meet the National Ambient Air Quality

Standards. We support funding Federal Stationary Source Regulations at \$34.9 million, the Clean Air Allowance Trading program budget of \$31.1 million and Federal Support for Air Quality Management budget of \$142.3 million.

Cleaning up cars and trucks

EPA has continued to make progress reducing pollution from motor vehicles. However, light duty cars and trucks remain a significant source of air pollution. We strongly support EPA's planned work in FY 2011 on Tier 3 standards that could include tighter NOx standards, off-cycle standards and PM standards for gasoline vehicles as well as lower sulfur gasoline that will enable advanced pollution control technology. This work is vital to mitigate any adverse air quality impacts that may result from increased use of renewable fuels. **We strongly support increasing the Federal Vehicle and Fuel Standards and Certification budget to \$100.7 million.**

Funding for State and Local Air Agencies and Air Pollution Monitoring

State and local air pollution control agencies are on the front lines in the effort to improve air quality across the nation. These agencies will be called on to adopt and enforce a range of new emissions reduction programs designed to meet the needs of each area that violate the standards. State and local air pollution agencies need additional resources to meet the obligation to implement the Clean Air Act. One area in need of significant resources and attention from this committee is the air pollution monitoring network. Monitors provide the most reliable and consistent information on air pollution in our communities. Monitoring tracks both the levels of pollution in the outside air as well as emissions from specific sources. This also enables policymakers and the public to see what measures are effective and where air quality management efforts have fallen short. Further, emerging science warns that the air quality in areas with no monitoring carries serious health risks, like the areas adjacent to major highways or in poorer neighborhoods. We are pleased to see EPA deploy new monitors in response to the new nitrogen dioxide standards. Without adequate monitors in place, pollution in those areas will not be tracked and effectively reduced. To protect populations at risk and to assess the efficacy of pollution control programs, EPA must work with scientists and state officials to lower the costs of monitoring and expand its reach. **We are pleased that the President's Budget includes \$15 million for enhancing air pollution monitoring. Further, we strongly support the \$82.5 million increase to \$309.1 million for State and Local Air Quality Management.**

Funding for Diesel Retrofits

Diesel pollution kills. Researchers have found that adults and children show increased health risks associated with living or working in close proximity to busy roadways. Children are especially vulnerable to the effects of traffic-related air pollution. Studies show children exposed to higher levels of traffic generated air pollution have smaller lung function and worsened asthma. In addition, many components of diesel emissions have been found to be carcinogenic. Over the past decade, EPA has issued new regulations that will significantly reduce emissions from new diesel engines used in trucks, buses, heavy equipment and other vehicles. Last year, EPA issued new rules to clean up pollution from ocean going vessels. Ocean going vessels are a significant source of particle pollution. We urge the committee to support EPA's efforts to combat this pollution through the International Maritime Organization. However, it will take many years to replace the oldest and dirtiest vehicles with new ones that meet new, more

stringent federal emissions standards for diesel engines. **We support increasing funding to at least \$100 million per year for FY 2011 for the Diesel Emission Reduction Act program.**

Indoor Air

We thank the committee for its support of the healthier indoor air program at EPA. EPA has provided great leadership in addressing radon, the second leading cause of lung cancer. EPA should continue its work to mitigate this risk. We are pleased to see EPA increase funding for the Healthy Schools Initiative. More than 23 million Americans suffer from asthma. Air pollution can trigger asthma attacks both indoors and outdoors. The programs funded by the Indoor Air program raise awareness about asthma and environmental factors that trigger asthma attacks; help people with asthma and their families manage environmental triggers in their homes; work to reduce children's exposure to indoor asthma triggers at schools and day care centers and promote environmental management as a component of medical and health care asthma management practices. The American Lung Association is proud to partner with EPA in this important work. **We strongly urge the committee to fund the healthier indoor air program for FY 2011 at \$47 million. We are also pleased to support the Clean, Green and Healthy Schools Initiative funded at \$6.2 million for FY 2011.**

Research: Clean Air

We thank the committee for its continuing support for air pollution research at EPA. EPA's work to establish National Ambient Air Quality Standards must be grounded in the best scientific research. EPA's Clean Air Research program will continue the work to improve the understanding of the impact of pollution on health and assist with crafting innovative solutions. **We urge the committee to fund the clean air research program for FY 2011 at \$85.3 million.**

Mr. Chairman, thank you for the opportunity to present the recommendations of the American Lung Association. Every day we are fighting for air – clean, healthy air for all Americans to breathe. A robust Environmental Protection Agency air pollution program is vital to our success.

Statement of Michael Garner
President, National Association of Abandoned Mine Land Programs
FY 2011 Proposed Budget for the Office of Surface Mining before the House
Interior, Environmental and Related Agencies Appropriations Subcommittee

My name is Michael Garner and I am Director of Maryland's Abandoned Mine Land Program. I also serve as President of the National Association of Abandoned Mine Land Programs (NAAMLPP). The NAAMLPP represents 30 States and Tribes with federally approved abandoned mine land reclamation (AML) programs authorized under Title IV of the Surface Mining Control and Reclamation Act (SMCRA). Title IV of SMCRA was amended in 2006 and significantly changed how state AML grants are funded. Beginning in FY 2008, state AML grants are funded primarily by mandatory appropriations. As a result, the states should receive \$413.2 million in FY 2011. Instead OSM has budgeted an amount of \$259.5 million for State AML grants, a reduction of \$153.7 million. The proposed spending cuts would eliminate funding to states and tribes that have "certified" completion of their highest priority coal reclamation sites. OSM has also proposed to \$20 million reduction in discretionary spending that would eliminate the federal emergency program under 410 of SMCRA. I appreciate the opportunity to testify and present this statement to the Subcommittee on issues related to the proposed FY 2011 budget for the Office of Surface Mining Reclamation and Enforcement (OSM).

SMCRA was passed in 1977 and set national regulatory and reclamation standards for coal mining. The Act also established a Reclamation Fund to work towards eliminating the innumerable health, safety and environmental problems that existed across the Nation from the mines that were abandoned prior to the Act. The Fund generates revenue through a fee on coal production. This fee is collected by OSM and distributed to states and tribes that have federally approved regulatory and AML programs. The promise Congress made in 1977, and with every subsequent amendment to the Act, was that, at a minimum, half the money generated from fees collected within the boundaries of a State or Tribe, referred to as "State Share", would be returned for uses described in the Act if the State or Tribe assumed responsibility for regulating coal mining according to SMCRA. If a state or tribe was successful in completing reclamation of abandoned coal mines and was able to "certify" according to Section 411, then the State Share funds could be used to address a myriad of other problems related to non-coal mining, public facilities, infrastructure, water supply and environmental cleanup. The 2006 amendments clarified the scope of what the State Share funds could be used for and reaffirmed the promise made by Congress in 1977. Currently, certified states and tribes are using the funds "with priority given for addressing the impacts of mineral development" as provided for in the Act. These include environmental stewardship, cleaning up abandoned coal and hardrock mines nationwide, creating green jobs, sustainable development, infrastructure improvements, and alternative energy projects. These funds stimulate economic activity in local communities by putting money to work on the ground in an expeditious manner, and protecting public health and safety – all the while improving the environment.

The reduction in certified state AML grants proposed by OSM not only breaks the promise of State Share funding, but will upset the balance and compromise that was achieved in the comprehensive restructuring of SMCRA accomplished in the 2006 amendments following over ten years of discussion and negotiation. The reduction in funding is also inconsistent with the goals set forth in the American Recovery and Reinvestment Act (ARRA). The certified state AML programs have been up and operating effectively and have been achieving many of the goals and objectives set forth in the ARRA for over 30 years. We therefore respectfully ask the Committee to continue the funding for certified states at the statutory authorized levels and turn back any efforts to amend SMCRA.

In addition to the \$153.7 million reduction, the proposed FY 2011 budget would also eliminate or redirect \$20 million annually from the federal AML emergency program. This would eliminate all funding for the emergency program and leave the states and tribes to rely on funds received through their non-emergency AML grant funds. This is contradictory to the 2006 amendments that require the states and tribes to maintain "strict compliance" with the non-emergency funding priorities described in Section 403(a), while leaving Section 410, Emergency Powers, unchanged.

Section 410 of SMCRA requires OSM to fund the emergency AML program using OSM's "discretionary share" under Section (402)(g)(3)(B), which is entirely separate from state and tribal non-emergency AML grant funding under Sections (402)(g)(1), (g)(2), and (g)(5). SMCRA does not allow states and tribes to administer or fund an AML emergency program from their non-emergency AML grants, although, since 1989, 15 states have agreed to implement the emergency program *on behalf of OSM contingent upon OSM providing full funding* for the work. By using the state's existing AML programs to abate the emergencies, OSM has been able to fulfill their mandated obligation more effectively and efficiently. There are 10 states and 3 tribes that continue to rely solely on OSM to operate the emergency program within their jurisdiction.

Emergencies are defined as "a sudden danger with a high probability of substantial physical harm to the health, safety and general welfare of people before they can be abated under normal program operation procedures" (OSM Directive AML-4). Regardless of whether a state AML Program or OSM operates the emergency program, OSM has always retained the authority to "declare" the emergency which clears the way for the expedited procedures to be implemented. The emergency declaration is done by making the findings described in Section 410 that "(1) an emergency exists constituting a danger to the public health, safety, or general welfare; and (2) no other person or agency will act expeditiously to restore, reclaim, abate, control, or prevent the adverse effects of coal mining practices." In FY 2009 OSM made 183 emergency declarations in Kentucky and Pennsylvania alone, states where OSM operates the emergency program. As part of these declarations, OSM has made the finding (183 times in 2009) that they are the only agency that can "act expeditiously to restore, reclaim, abate..." the emergency. And yet in FY 2011, OSM now asserts this is no longer the case. OSM has not developed legislation, regulations, procedures, directives or policies to transfer emergency powers to the states and tribes, nor has OSM received a solicitor's opinion regarding the legality of

this transfer. OSM's only guidance to the states has been that beginning in 2011 the agency "will no longer declare emergencies" which simply ignores the emergency situation and OSM's statutorily mandated obligation to address it. Simply denying that emergencies exist does nothing to protect the public or allow states and tribes to make progress towards certification.

If Congress allows the elimination of the emergency program, states and tribes will have to adjust to their new role by setting aside a large portion of their non-emergency AML grant funds so that they can be prepared for any emergency that may arise. Emergency projects come in all shapes and sizes, vary in number from year to year and range in cost from thousands of dollars to millions of dollars. This will result in funds being diverted from other high priority projects. It will also delay certification under Section 411 and increase the backlog of projects on the Abandoned Mine Land Inventory System (AMLIS). For minimum program states and states with small AML programs, large emergency projects will require the states to redirect all or most of their AML resources to address the emergency delaying other high-priority reclamation. In a worst-case scenario, a minimum program state would have to "save up" multiple years of appropriations to eliminate a costly emergency. Furthermore, by failing to fund the emergency program each year, OSM will be adding to the federal expense share, Section 402(g)(3), that resides in the AML Trust Fund. This share already stands at approximately \$420 million and will continue to grow by at least \$20 million per year if discretionary funds are not appropriated for the emergency program. One of the congressional objectives in restructuring the funding formula in the 2006 Amendments was to assure that AML fees collected annually are put to use on the ground where they can make a difference. What better way to accomplish this than to provide federal funding to address emergency reclamation work each year.

Finally, it should be kept in mind that eliminating \$20 million for emergency funding will ultimately reduce reclamation funding by over \$200 million for the life of the AML program. As previously stated, AML reclamation achieves many of the goals envisioned in the ARRA. For the reasons above, we urge the Committee to restore \$20 million for the AML emergency program in FY 2011.

Included in the mandatory funding mentioned above is supplemental funding for "minimum program" states. Under the funding formula contained in the 2006 amendments to SMCRA, all of the states are to receive sizeable funding increases except for minimum program states. We urge Congress to fund these states at the statutorily authorized level of "not less than \$3 million annually" in FY 2011 to allow these states to proceed with the critical AML projects awaiting funding. The current phase-in approach limits funding to \$2.25 million which greatly inhibits the ability of these states to accomplish much in the way of substantive AML work – especially given their inventory of remaining high priority problems and the looming possibility of emergency projects.

One of the more effective mechanisms for accomplishing AML restoration work is through leveraging or matching other grant programs, such as EPA's 319 program. Until FY 2009, language was always included in OSM's appropriation that encouraged

the use of these types of matching funds, particularly for the purpose of environmental restoration related to treatment or abatement of acid mine drainage (AMD) from abandoned mines. This is an ongoing, and often expensive, problem, especially in Appalachia. NAAMLPP therefore requests the Committee to once again include language in the FY 2011 appropriations bill that would allow the use of AML funds for any required non-Federal share of the cost of projects by the Federal government for AMD treatment or abatement.

We also urge the Committee to support funding for OSM's training program, including monies for student travel. These programs are central to the effective implementation of state regulatory programs as they provide necessary training and continuing education for state agency personnel. NAAMLPP also urges the Committee to support funding for TIPS, a program that directly benefits both the AML and Regulatory Programs in the states by providing critical technical assistance. In this regard, we also request that the Subcommittee restore the \$303,000 for these two programs that has been proposed for reduction. We also request that the Subcommittee direct OSM not to make any further adjustments to these programs in order to focus resources on other regulatory program activities related to the June 11 MOU, as suggested in OSM's budget justification document. Finally, we support funding for the Watershed Cooperative Agreements in the amount of \$1.55 million.

The FY 2011 budget is of great concern to the NAAMLPP membership for the reasons described above and because it is counter to the objectives of Title IV of the Act and disregards the intentions of Congress that have been made clear from 1977 to the most recent amendments in 2006. This OSM budget proposal was developed unilaterally and did not include any participation by the states and tribes who have historically worked jointly with OSM in the drive to protect the public safety and welfare since the inception of SMCRA over three decades ago.

Statement of Bradley C. Lambert
Deputy Director, Virginia Department of Mines, Minerals and Energy on behalf of the
Interstate Mining Compact Commission
FY 2011 Proposed Budget for the Office of Surface Mining before the House Interior,
Environment and Related Agencies Appropriations Subcommittee

My name is Bradley C. Lambert and I am Deputy Director of the Virginia Department of Mines, Minerals and Energy. I am appearing before the Subcommittee today on behalf of the Interstate Mining Compact Commission (IMCC) to present the views of the Compact's member states concerning the Fiscal Year (FY) 2011 Budget Request for the Office of Surface Mining Reclamation and Enforcement (OSM) within the U.S. Department of the Interior. In its proposed budget, OSM is requesting \$60.3 million to fund Title V grants to states and Indian tribes for the implementation of their regulatory programs, a reduction of \$11 million or 15% below the FY 2010 enacted level. OSM also proposes to cut discretionary spending for the Title IV abandoned mine land (AML) program by approximately \$174 million, including the elimination of funding for the emergency program and a proposal to eliminate all AML funding for certified states and tribes. Our statement will address each of these proposals.

The Compact is comprised of 24 states that together produce some 95% of the Nation's coal as well as important noncoal minerals. The Compact's purposes are to advance the protection and restoration of land, water and other resources affected by mining through the encouragement of programs in each of the party states that will achieve comparable results in protecting, conserving and improving the usefulness of natural resources and to assist in achieving and maintaining an efficient, productive and economically viable mining industry.

OSM has projected an amount of \$60.3 million for Title V grants to states and tribes in FY 2011, an amount which is matched by the states each year. These grants support the implementation of state and tribal regulatory programs under the Surface Mining Control and Reclamation Act (SMCRA) and as such are essential to the full and effective operation of those programs. In Fiscal Year 2010, Congress approved an additional \$5.8 million increase for state Title V grants over the FY 2009 enacted level, for a total of \$71.3 million. For the first time in many years, the amount appropriated for these regulatory grants aligned with the demonstrated needs of the states and tribes. The states are greatly encouraged by the significant increases in Title V funding approved by Congress over the past three fiscal years. Even with mandated rescissions and the allocations for tribal primacy programs, the states saw a \$12 million increase for our regulatory programs over FY 2007 levels. As we noted in our statement on last year's budget, state Title V grants had been stagnant for over 12 years and the gap between the states' requests and what they received was widening. This debilitating trend was compounding the problems caused by inflation and uncontrollable costs, thus undermining our efforts to realize needed program improvements and enhancements and jeopardizing our efforts to minimize the potential adverse impacts of coal extraction operations on people and the environment.

In its FY 2011 budget, OSM has unilaterally and drastically reversed course and essentially unraveled and undermined the progress made by Congress in supporting state programs with adequate funding. This comes at precisely the wrong time. The states are still in the process of putting the recent improvements in funding to work in their programs through the

filling of vacant positions and the purchase of much needed equipment. As states prepare their future budgets, we trust that the recent increases approved by Congress will remain the new base on which we build our programs. Otherwise we find ourselves backpedaling and creating a situation where those who were just hired face layoffs and purchases are canceled or delayed.

The states continue to face significant cost increases in their programs due to inflation, especially increased fuel and equipment costs. Health insurance premiums and cost of living adjustments are also significant factors in the annual operation of state programs, especially with personnel expenses representing some 80 percent of total program costs. A new challenge has come in the form of retirements, where states are faced with buy-outs, paying for unused annual leave, and replacing an aging work force. These are substantial, often unanticipated, costs that are wreaking havoc on state budgets.

It is essential that we maintain consistent, inflation-adjusted funding from year to year in order to deploy resources for our programs. This is especially true with regard to hiring new staff to fill vacancies or to supplement under-staffed areas of the programs. We cannot afford to invest money in these positions and then face potential layoffs the next year because funding is not maintained. As it is, state agencies are continually faced with making the case to state legislatures and budget officers to support their regulatory programs through matching state funds, particularly given the difficult fiscal climate facing the states. A clear message from Congress that reliable, consistent funding will continue into the future will do much to stimulate support for these programs. In this regard, it should be kept in mind that a 15% cut in federal funding translates to a 30% cut for overall program funding for many states, especially those without federal lands, since these states can only match what they receive in federal money.

OSM's solution to the drastic cuts for state regulatory programs comes in the way of an unrealistic assumption that the states can simply increase user fees in an effort to "reduce the level of federal funding required to regulate, and to an extent subsidize, the coal industry." No specifics on how the states are to accomplish this far-reaching proposal are set forth, other than an "encouragement" to do so in the course of a single fiscal year. Aside from the debate about whether the coal industry is truly being "subsidized" and how the adoption of user fees impacts the working relationship between the regulator and the regulated, OSM's proposal is completely out of touch (some would say "out of line") with the realities associated with establishing or enhancing user fees. IMCC's recent polling of its member states confirmed that, given the current fiscal and political implications of such an initiative, it will be difficult, if not impossible, for most states to accomplish this feat at all, let alone in less than one year. OSM is well aware of this, and yet, without input from or consultation with the states and tribes, has pushed forward with a proposal that was poorly conceived from its inception. We strongly urge the Subcommittee to reject this approach and mandate that OSM work through the complexities associated with any future user fees proposal in close cooperation with the states and tribes.

With regard to funding for state regulatory grants in FY 2011, there continues to be no disagreement about the need demonstrated by the states. In fact, in OSM's budget justification document, the agency states that: "the states have the unique capabilities and knowledge to regulate the lands within their borders. Providing up to a 50-percent match of Federal funds to primacy States in the form of A & E grants results in the highest benefit and the lowest cost to

the Federal government. If a state were to relinquish primacy, OSM would have to hire sufficient numbers and types of Federal employees to implement the program. The cost to the Federal government would be significantly higher.” (Page 60 of OSM’s Budget Justification) For all the above reasons, we urge the Subcommittee to approve not less than \$71 million for state and tribal Title V regulatory grants, as fully documented in the states’ and tribes’ estimates for actual program operating costs.¹

With regard to funding for state Title IV Abandoned Mine Land (AML) program grants, Congressional action in 2006 to reauthorize Title IV of SMCRA has significantly changed the method by which state reclamation grants are funded. Beginning with FY 2008, state Title IV grants are funded primarily by permanent appropriations. As a result, the states should have received a total of \$413.2 million in FY 2011. Instead, OSM has budgeted an amount of \$259.5 million based on an ill-conceived proposal to eliminate mandatory AML funding to states and tribes that have been certified as completing their abandoned coal reclamation programs. This \$153.7 million reduction flies in the face of the comprehensive restructuring of the AML program that was passed by Congress in 2006, following over 10 years of Congressional debate and hard fought compromise among the affected parties. While we have not seen the details of the proposal, which will require adjustments to SMCRA, it will clearly undermine the delicate balance of interests and objectives achieved by the 2006 amendments. It is also inconsistent with many of the goals and objectives set forth in the recent jobs bill and the American Recovery and Reinvestment Act. We urge the Subcommittee to reject this unjustified proposal, delete it from the budget and restore the full mandatory funding amount of \$413.2 million.

We also urge the Subcommittee to approve continued funding for the AML emergency program. In a continuing effort to ignore congressional direction, OSM’s budget would completely eliminate funding for state-run emergency programs and also for federal emergency projects (in those states that do not administer their own emergency programs). When combined with the great uncertainty about the availability of remaining carryover funds, it appears that the program has been decimated.

Funding the OSM emergency program should be a top priority for OSM’s discretionary spending. This funding has allowed the states and OSM to address the unanticipated AML emergencies that inevitably occur each year. In states that have federally-operated emergency programs, the state AML programs are not structured or staffed to move quickly to address these dangers and safeguard the coalfield citizens whose lives and property are threatened by these unforeseen and often debilitating events. And for minimum program states, emergency funding is critical to preserve the limited resources available to them under the current funding formula.

Section 410 of SMCRA establishes an emergency reclamation procedure for AML sites that pose a “sudden danger with a high probability of substantial physical harm to the health,

¹ Funding for state Title V grants will become increasingly important as OSM moves forward with a recent initiative to adjust federal oversight of state programs pursuant to the June 11 Memorandum of Understanding (MOU) between the Interior Department, the U.S. Environmental Protection Agency and the U.S. Army Corps of Engineers. Several action items under this initiative have significant resource implications for the states in the way of follow up to increased federal inspections, data collection and analysis, and state responses to the reflexive use of Ten-Day Notices.

safety or general welfare of people before it can be abated under normal program operation procedures". The funding for the emergency program is separate from the state and tribal non-emergency AML grant funding since it comes from the Secretary's "discretionary share". Section 402(g)(1)(C) specifically requires that the non-emergency state share be used only for annual reclamation project construction and administration costs. The non-emergency federal share allocated to the states in Section 402(g)(5) is used to supplement the state share received under 402(g)(1) until the priorities set forth in Section 403(a)(1) and (2) are met. Emergencies do not fall under Section 403, but are provided for only in Section 410.

While there were several significant changes to the AML program under SMCRA as a result of the 2006 Amendments, there were absolutely no changes to the emergency program under Section 410 of the Act. In fact, significant funding increases were approved by Congress that would allow the states to address long overdue reclamation problems including landslides, contaminated drinking water, refuse piles, dangerous highwalls, mine fires, and exposed mine portals. Diverting these monies to the emergency program, as mandated under OSM's proposed budget, would impede the progress the states are now making to address AML problems that have been awaiting funding for years. In this regard, new section 402(g)(1)(D)(2) requires that the Secretary ensure "strict compliance" by the states in their use of non-emergency grant funds for the priorities listed in section 403(a). For the states to do otherwise would require at the least a rulemaking by OSM, if not legislative adjustment. It would also reverse 30 years of official guidance and practice by OSM. We therefore request that the Subcommittee restore \$20 million for the AML emergency program in OSM's FY 2011 budget.

One of the more effective mechanisms for accomplishing AML restoration work is through leveraging or matching other grant programs, such as EPA's 319 program. Until FY 2009, language was always included in OSM's appropriation that encouraged the use of these types of matching funds, particularly for the purpose of environmental restoration related to treatment or abatement of acid mine drainage (AMD) from abandoned mines. This is a perennial, and often expensive, problem, especially in Appalachia. IMCC therefore requests the Subcommittee to once again include language in the FY 2011 appropriations bill that would allow the use of AML funds for any required non-Federal share of the cost of projects by the Federal government for AMD treatment or abatement.

We also ask the Subcommittee to support funding for OSM's training program, including monies for state travel. These programs are central to the effective implementation of state regulatory programs as they provide necessary training and continuing education for state agency personnel. IMCC also urges the Subcommittee to support funding for TIPS, a program that directly benefits states by providing critical technical assistance. In this regard, we also request that the Subcommittee restore the \$303,000 for these two programs that has been proposed for reduction. We also request that the Subcommittee direct OSM not to make any further adjustments to these programs in order to focus resources on other regulatory program activities related to the June 11 MOU, as suggested in OSM's budget justification document. Finally, we support funding for the Watershed Cooperative Agreements in the amount of \$1.55 million.

Testimony of Maria Hinojosa and Gretchen Long, Commissioners,
National Parks Second Century Commission
Before the
House Subcommittee on Interior, Environment and Related Agencies
Regarding Fiscal Year 2011 Appropriations
March 25, 2010

On behalf of the National Parks Second Century Commission, thank you for inviting us to testify regarding the budgetary needs of our national parks in FY 2011. We were privileged to be members of the National Parks Second Century Commission, an independent commission that was charged with developing a 21st century vision for our treasured national parks. The commission consisted of a diverse group of distinguished private citizens, including scientists, historians, conservationists, educators, businesspeople, and leaders with long experience in state and national government. Our yearlong concentration on the national park idea convinces us that our national parks can play a tremendously significant role in many issues of our day—strengthening education, reducing impact of climate change, providing meaningful opportunities for young people, supporting a healthier and interconnected citizenry, preserving extraordinary places that reflect our diverse national experience, and safeguarding our life-sustaining natural heritage on land and water.

Despite the great admiration the American people have for the National Park Service-- the most popular agency in the federal government according to a number of surveys--current funding is fundamentally inadequate. Our financial commitment to the parks matches neither their importance to society nor the enormous franchise they have with the American people—something this subcommittee has come to understand as well as any entity in government. The commission came to admire greatly the bipartisan commitment Congress and two presidents have shown the last three years to attack the operations funding shortfall of the National Park System, and believes adequate operations funding to be fundamental to the Park Service's success in the future. The commission recommended that Congress "increase funding for the National Park Service by at least \$100 million over fixed-cost inflation each year until 2016, to eliminate the current operations shortfall."

The parks were in crisis a few short years ago, because they were not receiving funds to pay their annual operating bills, much less restore outdated interpretive media, protect resources and serve visitors. This subcommittee has led the way in reversing these trends—something the commission recognized and applauded. But that work has only just begun. Your good work can mark either the beginning of a renaissance in our national parks, or a mere oasis in a long-term fiscal desert. We strongly urge you to continue restoring critical operational funds for the parks, and continue your wise policy of fully funding fixed costs—something the administration's FY 11 budget request does not do. We are mindful of the fiscal challenges facing our nation and this subcommittee, but the owners of our parks will not be well served by a budget that could eliminate as many as 1000 seasonal maintenance, protection, and visitor services rangers from our national parks next summer.

In the case of the national parks, being pennywise tends to be pound-foolish. This year's budget request reinforces the commission's view that the "hand-to-mouth" nature of the annual appropriations

cycle makes it extremely difficult for the Park Service to plan, budget, and manage. It is what created an annual operating shortfall of \$580 million today, a \$9 billion maintenance backlog, and \$2 billion of un-acquired inholdings in our parks. As our commission colleague, Linda Bilmes, said, "If we intend to protect the national parks in perpetuity, basic finance tells us that we must fund them in perpetuity." We hope the subcommittee will encourage the Park Service to examine the potential for the creation of a tax-exempt endowment to augment annual funding, as we recommended.

As our commission colleague, Justice Sandra Day O'Connor, so eloquently argues, "There's no better route to civic understanding than visiting our national parks. They're who we are and where we've been." As Commissioner James McPherson explains, "You can read millions of words about the Civil War. Only standing on the battlefields will you really begin to understand it." Operational funds are critically important to harnessing the power of the parks to educate and inspire the next generation of American leaders. They are also critical to providing for the enjoyment of our national parks by all the people. As much as our nation values our parks, not all Americans feel equally at home in our parks. It's not enough to welcome non-traditional park visitors—recent immigrants, non-English speakers, single moms with their kids—when they show up. The National Park Service must find ways to invite new publics into the parks. Park Service outreach must be expressed in multiple languages and take advantages of multiple technologies, formats, and venues. Developing a deep, lasting, and effective commitment to diversity and inclusion requires patience, determination, unwavering leadership, time, and money. All commissioners became convinced that the long-term viability of the parks and the quality of life in surrounding communities increasingly depends on the Park Service building strong constituencies across the full spectrum of our population. This will only be possible if the Park Service has the resources, personnel, and training, to make it happen, including a diverse workforce that is equipped to serve and secure a new, diverse audience and visitorship for the parks.

Education, which ranks among our nation's highest priorities, also must be at the forefront of the National Park Service agenda. Through education we build a citizenry committed to society's values. National parks have a distinct role to play in this mission, offering place-based learning that promotes a more sustainable environment, encourages the development of lifelong, health-enhancing habits of physical activity and appreciation of nature, and stimulates learners to consider and discuss democratic issues that are central to our civic life. This subcommittee can play a tremendous role in ensuring that the American people receive the full educational benefit our national parks have to offer. As a key step, the commission recommends that the Service replace broken, dilapidated, out-of-date media, including exhibits, signs, films, and other technology-delivered information.

During each of our meetings, we heard compelling testimony and stories from people who have been enriched by the parks about threats to park resources, efforts to maintain and restore them, and creative partnerships that are building better parks and better communities. As this subcommittee contemplates the national park budget for FY 11 and beyond, we strongly encourage you to both provide the operations resources the parks need and to call on the National Park Service to reach outside park boundaries as a civic institution that can help build stronger, more livable communities, connect the youth of today to our great country, our natural wonders, and our cultural treasures.

National parks today face challenges no one imagined in 1916, not only at the local level, but also on regional and global scales. Global climate change is rearranging wildlife habitat, sometimes forcing species outside the boundaries of parks designed to protect them. Development is fragmenting ecosystems. Industrial agriculture has drawn down rivers, aggravating the impact of droughts. As a species, we are even altering the chemistry of the world's oceans. The National Park Service, alone, cannot keep the parks protected. To protect the parks going forward, collaboration isn't a nicety it's a

necessity. The National Park Service has a role to play outside park boundaries as a convener of stakeholders, a partner, and a leader-by-example. Working with federal, state, local, tribal, and private owners of adjacent lands, and residents of surrounding communities, the Park Service must help build a shared conservation agenda—locally and nationally. The National Park Service should have clear authority, adequate staff, and support at the highest levels to engage in regional ecosystem planning and landscape-level conservation and historic preservation efforts.

The Park Service's underfunded community assistance programs have already proved that they can provide tremendous conservation, preservation and recreation value in cooperation with the citizens they serve. The National Register of Historic Places, the National Historic Landmarks Program, and the National Natural Landmarks Program demonstrate that formal recognition on a national level empowers local stewardship and builds community spirit. The Rivers and Trails Conservation Assistance program is helping the community of Caldwell, Idaho, restore a nearly half-mile-long section of Indian Creek, which had been buried since the 1930s. By resurrecting the stream, the project has improved resource protection and recreation, assisting in the revitalization of downtown. We spoke earlier of the enormous potential of the national parks to improve our nation. This is just one example.

The commission also believes that the Land and Water Conservation Fund has a critical role to play in the future of our parks—those that already exist and future additions—and we were pleased that the administration recognized this in its budget request for FY 11. Our hope is that the committee receives an allocation that enables it to meet that request without taking critically needed funds from national park operations. While the commission took no position on specific energy proposals the Congress may pursue regarding renewable energy or offshore drilling, future energy legislation should make good on the promise to fully fund LWCF. We would hope that, if Congress restores the original intent that LWCF be a mandatory program, this subcommittee could redirect its scarce discretionary resources to other national park needs.

Professional and technical development also should be a priority throughout ranks of the Park Service, as should a governance structure that enables Park Service personnel to carry out their mission. The commissioners are convinced that substantial new efforts to support leadership development are essential to the future effectiveness of the Park Service, and we hope the subcommittee will encourage them. These efforts must be broad in scope and should enlist the aid of universities and private partners to design an integrated program that uses current best practices in adult learning and organizational capacity building. Investing in leadership returns powerful dividends in organizational effectiveness, employee morale, and public confidence, and is an important use of operational resources. The best practice for private sector enterprises is to invest at least 4% of their annual personnel budget in such training.

We also found that, despite their incredible dedication and passion, Park Service employees are often frustrated with the increasingly bureaucratic and hierarchical environment in which they find themselves. Morale has been tested by declining budgets and staff losses, and efforts at efficiency have been stifled by the trend to centralize government administrative functions. We therefore recommended that the Park Service undertake an analysis of all management processes and reports presently required, and how to improve those processes. We also encourage the subcommittee to examine the potential for the Park Service to have direct access to legal advice, land appraisals, procurement, and scientific capabilities. Finally, we suggest that the subcommittee encourage the Department of the Interior to reduce the layers of review and approval for cooperative agreements, budget request, construction, and land acquisition, and allow the Park Service to develop its own strategic plan that is directly responsive to the agency's mission.

Americans have a deep and enduring love for the national parks, places we treasure because they embody our highest ideals and values. The National Park Service safeguards an encyclopedic array of irreplaceable resources at the heart of defining landscapes, watching over icons like bison, grizzly bears, and redwood trees, homes where heroes were born and buildings where history was made, and battlegrounds where Americans, as Abraham Lincoln said at Gettysburg, "gave the last full measure of devotion," to form and reform a nation. This subcommittee has the privilege of guarding this tremendous inheritance for our children and grandchildren.

We are privileged to be here today on behalf of the tremendous group of commissioners with whom we have been privileged to serve, to assist you in your task. On behalf of our colleagues, thank you for your continuing commitment to the operations and vitality of our national parks, on behalf of present and future generations. We offer our services to you as you continue to grapple with how best to carry out the federal government's stewardship of this unique, treasured American institution.

Testimony of John F. Calvelli
Executive Vice President, Public Affairs, Wildlife Conservation Society
Submitted to House Appropriations Subcommittee on Interior, Environment & Related Agencies
March 25, 2010

Chairman Moran, Ranking Member Simpson, Members of the Subcommittee: Thank you for the opportunity to submit testimony on FY11 Interior, Environment and Related Agencies Appropriations Act. I am John F. Calvelli, Executive Vice President of Public Affairs with the Wildlife Conservation Society (WCS), which was founded with the help of Theodore Roosevelt in 1895 with the mission of saving wildlife and wild places worldwide. Today WCS manages the largest network of urban wildlife parks in the United States led by our flagship the Bronx Zoo. WCS is responsible for managing more than 200 million acres of land in 65 countries around the world, employing more than 4,000 full-time staff including 200 PhDs and 100 veterinarians.

At the outset, I want to thank the subcommittee for providing critical funding increases in the FY10 Interior, EPA and Related Agencies Appropriations Act to further the U.S. government's commitment to protect and preserve national parks and public lands, conserve wetlands and wildlife habitat in this country and beyond our shores while strengthening the stewardship of our environment. A decade into the 21st Century, our society has come to a crossroads. The direction we take over the next ten years will likely determine the nature of our planet for centuries to come. Conservation of the Earth's wildlife and habitat is a global priority and requires nations to work together cooperatively since wildlife and wild places recognize no political boundaries. Global conservation is inextricably linked with the health and security of all Americans and the protection of U.S. interests overseas. Deforestation, habitat loss, over hunting and fishing, illegal poaching, emerging diseases, and the dislocations wrought by climate change have scientists estimating that as many as 2/3 of all species could be near extinct by the end of the century.¹

This testimony will highlight both domestic and international programs at the Department of the Interior (DOI) and the Department of Agriculture (USDA) that are shaping the future of conservation - first covering Department-wide Initiatives at the DOI that have the potential to lead local, regional and national efforts in conservation followed by a suite of international programs that leave a lasting mark of U.S. conservation leadership across the developing world.

Department of the Interior-wide Initiatives:

Climate Change Adaptation Initiative: Climate change poses an unparalleled threat to wildlife and the environments on which they depend. WCS is pleased to note that the FY11 President's Budget calls for a greater investment in responding to the impacts of climate change on fish, wildlife and habitat to ensure resiliency. As DOI states, its goal for the Climate Change Adaptation Initiative is to "identify the areas and species ranges in the U.S. that are most vulnerable to climate change, and begin implementing comprehensive climate change adaptation strategies in these areas."² WCS supports this goal and recognizes that the overall funding request of \$171.3 million for this initiative is a good start to building resilient ecosystems. As part of this investment, the USFWS intends to continue building Landscape Conservation Cooperatives (LCCs), expand the scope of the USGS National Climate Change and Wildlife Center efforts by establishing 8 regional Climate Science Centers (CSC). Through the LCCs and

¹ Stuart Pimm and Thomas Brooks, "The Sixth Extinction: How Large, Where, and When?" in *Nature and Human Society*, ed. Peter Raven, National Academy Press, 2000, p. 59.

² *Fiscal Year 2011: The Interior Budget in Brief*

CSCs, WCS would like to see increased coordination with other agencies and external partners to develop a further understanding of climate impacts across entire landscapes coupled with demonstration projects that could provide resource managers the tools necessary to address the specific needs in that landscape. For example, in the Great Northern and Plains & Prairie Potholes LCCs more refined grazing management could ameliorate climate change impacts on wildlife habitats and restore key ecological processes on grasslands. Fully-funding the Land and Water Conservation Fund (LWCF) would also invest in federal and state land acquisition that, among other things, can help safeguard wildlife from the impacts of climate change.

Youth in Natural Resources Initiative: Children today are growing up in a time of great challenge to the environment, yet are showing less connection to the natural world. Noted by DOI as a driving force behind its *Great Outdoors America* initiative, youth today are spending far more time indoors with higher rates of obesity and are not taking advantage of America's open spaces. Teaching youth the importance of natural resources is key to reversing the extinction crisis and the future success of conservation. Even in the neighborhoods of the south Bronx where I grew up and now work at the Bronx Zoo, engaging youth in conservation is making a difference. In partnership with the Urban Assembly, WCS runs the education program at the School for Wildlife Conservation, teaching students to become stewards of the environment. This New York City public middle school, located in one of the poorest Congressional Districts in the U.S. represented by Congressman José Serrano, implements a challenging academic curriculum where the theme of wildlife conservation is integrated throughout the core subject areas. WCS applauds DOI's goal of encouraging youth to connect with nature through the Youth in Natural Resources Initiative, which includes a \$1 million increase in funding for the National Fish and Wildlife Foundation to, in part, foster youth education programs in classrooms through public-private partnerships with NGOs and others with a focus on preserving and protecting priority species and their habitats.

Bureau of Land Management (BLM):

Eco-regional Assessments: As energy development, urban growth and climate change continue to negatively impact wildlife and their habitat, a landscape-scale conservation strategy is needed. Unfortunately, BLM land use policies historically have been driven by local and national considerations with decisions made at the Field Office level. WCS is keenly interested in planned efforts to undertake nationwide eco-regional assessments for impacts on wildlife in high priority energy development areas such as the National Petroleum Reserve-Alaska (NPR-A) and along the Path of the Pronghorn in Wyoming. WCS has a long history of working to ensure a balance of both wildlife protection in key areas of the NPR-A and helping oil and gas industry minimize potential impacts to wildlife, particularly nesting shorebirds, as they begin to pursue development in Arctic Alaska. In addition, WCS scientists are documenting disturbances to wildlife migration patterns, such as the Path of the Pronghorn, as energy development degrades and fragments wintering habitat across the Upper Green River Valley in western Wyoming. Proactive and strategic eco-regional assessments by the BLM are critical to supporting the agency in properly managing these ecosystems. Through the Healthy Landscapes program, these assessments will examine disturbances such as energy development to improve understanding of the existing condition of BLM landscapes at a broader level. WCS believes this is an important strategy to address major stressors on wildlife and recommends continued significant funding for landscape-scale habitat conservation through the Healthy Landscapes initiative.

U.S. Fish and Wildlife Service

USFWS State and Tribal Wildlife Grants Program (SWG): The State and Tribal Wildlife Grants program gives states and Indian tribes funding to develop and implement comprehensive

conservation plans to protect declining wildlife and habitats before protection under the Endangered Species Act is necessary. This important program is supported by more than 6,200 organizations that have formed a national bipartisan coalition called Teaming with Wildlife of which WCS is a steering committee member. WCS recommends Congress provide \$100 million in FY11 for State Wildlife Grants to implement State Wildlife Action Plans. Also, in this time of tight state budgets, lowering the non-federal match requirement from 50% to 35% will help states to participate in this program. In helping to leverage these funds, WCS continues its highly successful Wildlife Action Opportunities Fund grants program with support from the Doris Duke Charitable Foundation, which makes funding available to non-profit conservation organizations and state wildlife agencies working to implement State Wildlife Action Plans. Since 2006 this WCS-administered fund has awarded 64 grants for over \$5.17 million to a wide variety of stakeholder groups that impact wildlife conservation in 40 states, including funding the Commonwealth of Virginia to update its State Wildlife Action Plans to include climate change modeling. WCS is doing its part to leverage federal funding for this program by providing private funding opportunities. At the same time, a greater need remains.

In addition to the domestic investments by DOI, WCS supports the department's international programs that have a broad global impact. The remainder of my testimony will focus on international investments at DOI and USDA.

Multinational Species Conservation Fund (MSCF): Over the past few years, the MSCF program has supported the discovery of 125,000 western lowland gorillas in Congo; 42,000 leatherback sea turtles off the coast of Gabon and contributed to the discovery of over 1.2 million animals in Southern Sudan which included 8,000 African elephants. This is testament to the fund's ability to deliver conservation success on the ground while leveraging upwards of three times more in private funding. From 2005 - 2009 alone, a little more than \$45 million in U.S. government grant funding for rhinos, tigers, elephants, great apes and turtles has leveraged more than \$75 million in additional support. Since the opening of the Bronx Zoo's Congo Gorilla Forest exhibit in 1999, visitors have allocated a portion of their admission fee – a total of more than \$10.6 million – directly to field conservation projects in Central Africa's Congo Basin because of the intellectual and emotional connections made with the gorillas and the central African rainforest. However, there is an urgent need for additional funding. Shocking estimates of only 3,000 tigers in the wild is a wake up call to our generation to save these charismatic megafauna that are threatened by severe deforestation, habitat loss, climate change, unsustainable hunting, illegal trade and disease transmission. Despite these times of financial crisis, the relative wealth of our nation in comparison to desperate situations around the globe means that modest investments of U.S. conservation dollars can reap significant returns when invested in the developing world. Therefore, WCS recommends that Congress fund \$2.5 million each for Asian elephants, African elephants, great apes and marine turtles; \$5 million for the Rhino-Tiger Conservation Fund and \$6.5 million for the Neotropical Migratory Bird Conservation Act in FY11.

Wildlife Without Borders Global and Regional Programs: Amphibian populations across the tropics have declined drastically due to global warming, overexploitation of natural resources, habitat loss and disease transmission. In the case of the Chytrid fungus almost 50% of amphibian species and 80% of individuals can be expected to disappear within one year of the disease outbreak. The Wildlife Without Borders (WWB) programs are a great investment in addressing cross-cutting threats to ecosystems and wildlife such as disease outbreaks in amphibians. WWB is making lasting impacts through capacity building, technical support and training, local community education and citizen science having already provided \$2.6 million in FY09 to 92 projects in 22 countries across Africa, Latin America, the Caribbean and the Russian Far East

leveraging an additional \$4.8 million dollars in direct conservation assistance. WCS applauds the Subcommittee for recognizing the threats posed to amphibians through report language in the FY10 Interior Appropriations Act which has encouraged the Wildlife Without Borders program to create an Amphibian Conservation Initiative, a small grants program that would address a full range of crises facing amphibians in key habitats. Other noteworthy efforts supported by this program include the Bushmeat-free Eastern Africa Network (BEAN) and the Critically Endangered Species Conservation Fund which has funded 24 projects worldwide and generated nearly \$1.2 million in partner contributions. WCS recommends that the overall funding for the Wildlife Without Borders Global and Regional Programs receives \$9.4 million in FY11.

U.S. Forest Service, International Program

Deforestation is a significant global issue and together with land use change is the source for nearly 25% of global greenhouse gas emissions due to a variety of causes, including human encroachment, unsustainable wood harvesting practices and conversion to agriculture. The Forest Service International Program (FS IP) has been uniquely positioned to promote global forest conservation by engaging the agency's diverse workforce of scientists, resource managers and conservation biologists and complementing the work of the global conservation community. In recent years, FS IP has helped researchers in the Russian Far East to monitor the populations of amur leopards and Siberian tigers by ensuring a healthy and abundant prey base or food source for the big cats. Every dollar that FS IP receives through Interior Appropriations is matched by at least two dollars in contributions from other agencies, principally the Department of State and the US Agency for International Development as was the case in FY09 when FS IP received \$8.5 million through the FY09 Interior Appropriations Act that was matched by an additional \$19 million dollars through other federal funding sources. Increased support of \$16 million to the FS IP is needed in FY11 to sustain and enhance these important activities.

U.S. National Park Service, International Program

Since 1962, the Office of International Affairs (OIA) has facilitated technical assistance and exchange projects with counterpart agencies globally building on the legacy of American leadership in national parks management. Under the leadership of President Teddy Roosevelt, U.S. national parks have grown to be viewed internationally as America's "best idea". WCS applauds the vision of the new NPS director, Jon Jarvis who has called for increased international leadership by NPS. Recent NPS international efforts include parks management support and technical guidance provided in Brazil, Cambodia, Chile, Gabon and Qatar. In its capacity as the U.S. state office for the World Heritage Program, OIA manages the International Volunteers-in-Parks program and supports the Park Flight Migratory Bird Program. As OIA continues to implement Director Jarvis' vision, WCS recommends \$2 million for this office in FY11 and encourages a strategic conversation with stakeholders that would draw on common objectives of parks and protected area management to better inform the needs of indigenous people, local communities, impacts of climate change and increased threats to wildlife.

In conclusion, I appreciate the opportunity to share the contributions of the WCS and make a case for increased investment to species and landscape conservation in the FY11 Interior, EPA and Related Agencies Appropriations Act. Greater investment in conservation will strengthen America's natural resource base and reaffirm the leadership of the U.S. government within the global community, and encourage coordinated global efforts to save the world's last remaining wildlife and wild places. Thank you for the opportunity to testify before the Subcommittee.

Testimony on FY 2011 Appropriations for the National Endowment for the Arts and the National
Endowment for the Humanities

Laurie Norton Moffatt, Executive Director, Norman Rockwell Museum, Stockbridge, MA
on behalf of American Association of Museums, Washington, DC and
Association of Art Museum Directors, New York, NY

Subcommittee on Interior, Environment and Related Agencies
U.S. House of Representatives
March 25, 2010

Thank you for the opportunity to testify before the subcommittee with respect to FY 2011 appropriations for the National Endowment for the Arts (NEA) and the National Endowment for the Humanities (NEH). My statement is on behalf of the Norman Rockwell Museum, (NRM) of which I am executive director, as well as the American Association of Museums (AAM) and the Association of Art Museum Directors (AAMD).

We respectfully request Congress to approve increases for both agencies, which offer irreplaceable support for the nation's cultural institutions and higher education humanities programs. At a time when individual, corporate, and foundation giving is under unprecedented pressure, these agencies offer a lifeline, helping us to preserve programming and educational services for the public, not to mention the jobs of our staff and vendors. Modest increases would allow both agencies to undertake new initiatives such as NEA's proposed Our Town. Absent a rise in overall funds, we would not support funding of new initiatives.

To provide context for our request, I will speak about the specific grants that NEA and NEH have provided to the two associations on behalf of which I am testifying, as well as about the grants they have provided to the NRM.

Norman Rockwell Museum stewards the world's largest, most significant collection of art and archives of American artist Norman Rockwell, and a growing collection of other notable American illustrators. Today, our holdings include more than 770 original Rockwell artworks and his personal Archive of more than 200,000 objects, as well as 60+ artworks representing other contemporary and historical illustrators.

Founded in 1969, NRM originally represented Rockwell's personal collection and quickly grew out of popular demand to become a national museum. Today, as the leading presenter of Rockwell and the preeminent museum of American illustration art, we showcase works of more than 400 illustration masters. Considered a national treasure, our growing collection drives a vibrant year-round exhibition program at the Museum, an ambitious national traveling exhibition program, and dozens of humanities programs. These exhibitions and programs attract 150,000 annual visitors to Stockbridge from around the world and reach an average of 300,000 more each year through traveling exhibitions. In 2009 alone, nine NRM exhibitions traveled to 10 states.

Our collection also supports an active research center and anchors the *Rockwell Center for American Visual Studies* – the nation’s first art-history research institute dedicated to the study of American illustration.

Caring for this world-class art collection is a formidable task for a modest-sized museum with a small endowment, and in 2003, the Museum launched ProjectNORMAN – a comprehensive 10-year preservation, digitization, and public access initiative. The Museum has earned broad public support for ProjectNORMAN – the beneficiary of \$2.3 million thus far from NEA, NEH, IMLS, and several foundations. We have protected and extended the life of more than 40,000 objects – many of which had been in peril – and have advanced new scholarship as we continue to gain intellectual control of these collections and make them more accessible to researchers and others.

For our efforts, the Museum won the **2008 National Humanities Medal** - America’s highest recognition of work by individuals and institutions in the humanities. The first museum ever to win this award, we were recognized for *"studying and honoring the life, work, and ideals of an icon of American art... [and for being] the careful curator of the archives, illustrations, and benevolent spirit Norman Rockwell bequeathed to the nation."*

None of this could have been possible without vital grant support over the years from NEA and NEH. Beginning in 2005, these two federal agencies, along with the Institute of Museum and Library Services, have helped fund our preservation efforts. Significantly, we have successfully leveraged this federal support to acquire more than \$1 million in private foundation grants.

What follows is a summary of each NEA and NEH grant we received, including Save America's Treasures, and what they funded:

- National Endowment for the Arts, \$25,000, awarded in 2005: in preparation for preserving 18,000 fragile acetate negatives as part of ProjectNORMAN.
- NEA/Save America's Treasures, \$296,500, awarded in 2005 towards preserving 18,000 acetate negatives.
- NEA American Masterpieces, \$140,000, awarded in 2005 to support American Chronicles, the Museum's national traveling exhibition chronicling Rockwell's life and work. Launched in 2007, this exhibition will have traveled to museums in Arkansas, California, Florida, Kansas, Michigan, North Carolina, Ohio, Virginia, and Washington.
- NEH Preservation & Access, \$225,446, awarded in 2008 to support arrangement and description of the Rockwell Archive, particularly the vast collection of unprocessed correspondence, hiring a digital archivist to develop collection-level finding aids.
- NEH Chairman's Discretionary Fund, \$30,000 grant awarded in 2008 to plan an exhibition tentatively planned for 2012 called *The Pleasures of Recognition: Norman Rockwell's Inspirations and Influences*.
- NEA ARRA grant, \$50,000, awarded in July 2009 to help support three key Museum curatorial positions threatened by the ongoing national recession.

To put this in context, the museum has an annual budget of less than \$4 million and an endowment fund of under \$4 million. NEA and NEH support has therefore played an enormous

role, and we are very proud of their recognition of the excellence of our programming and the importance of Norman Rockwell's art.

As for services to the field at large, AAMD, which includes about 190 leading art museums in the United States, received \$10,000 from the NEA in 2007 to support a program for museum director management training at its January 2008 conference in Austin, TX. In 2008, it received \$10,000 from the NEA to support its January 2009 conference, which included a series of panels addressing the pressing issues facing the membership and was designed to stimulate conversation among AAMD members on diversity inside and outside the museum.

In 2009, AAMD received \$20,000 to support a research and communications effort that centers on mapping individual museums' educational partnerships across their communities. In the case of NRM, that entailed mapping 162 community partnerships. As part of the mapping project, AAMD can incorporate U.S. Census Bureau data and send it back to us, enabling us to analyze whether we are providing services to poorer as well as richer census tracts, and to adjust our efforts accordingly. The maps can be broken out by several different jurisdictions and are an invaluable tool when speaking to funders, community leaders, and other stakeholders.

In addition to these grants to associations and museums, the NEA administers a program of invaluable assistance to the museum field: the Arts Indemnity Program, which minimizes the costs of insuring art exhibitions. Simply put, without this program, many works of art would not be able to travel beyond their home and would thus be inaccessible to the public.

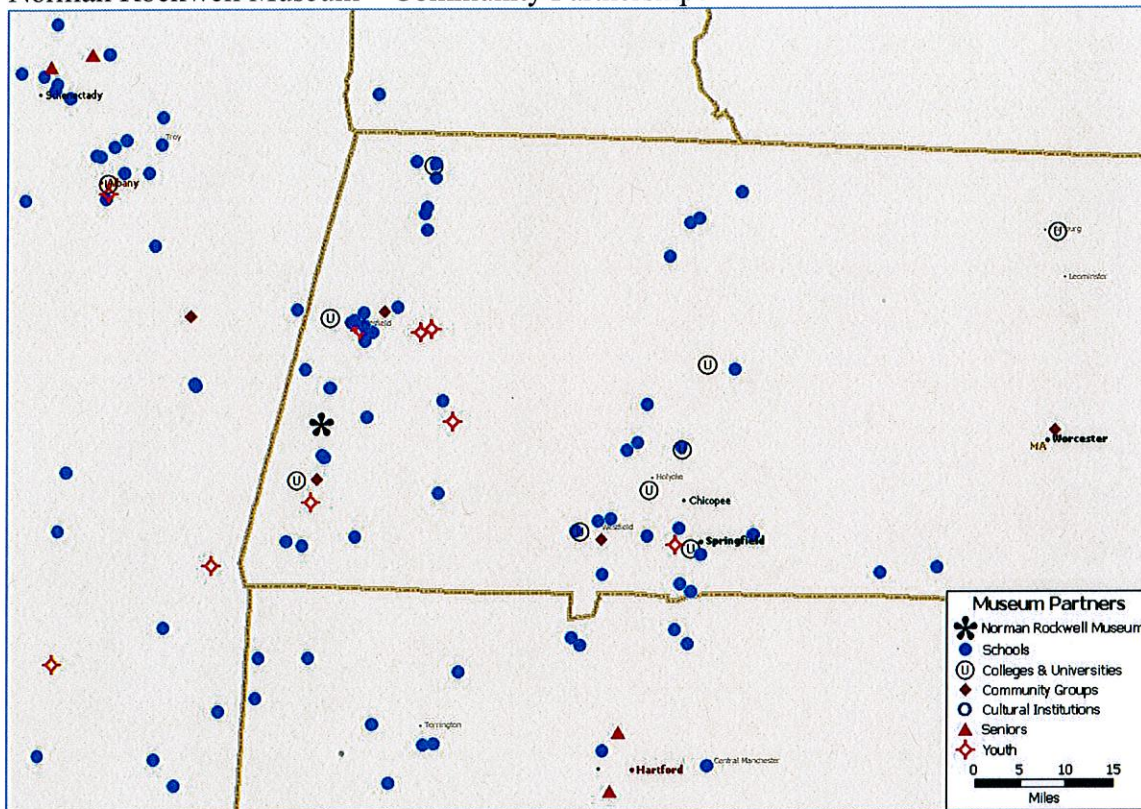
Originally only for international exhibitions, eligibility was extended to purely domestic exhibitions by Congress in December 2007, after insurance companies raised rates following Hurricane Katrina. Prior to Congress's action, many exhibitions were cancelled or curtailed owing to the huge rise in insurance rates. In some cases, insurance was unavailable at any price. The extension of the indemnity program has been of immense importance for the NRM.

Finally, I would like to ask the subcommittee to reject the budget request to eliminate Save America's Treasures. This program, established by First Lady Hillary Clinton and strongly supported by First Lady Laura Bush, has helped to rescue sites and collections of national and even world significance. It is clearly within the core mission of the National Park Service as well as the NEA and NEH. Terminating it would send a terrible message to the nation: that history has nothing to teach us. On behalf of NRM, which received a Save America's Treasures grant in 2005, as well as AAM and AAMD, I appeal to you find funding to continue this unique and wonderful program. Thank you for the opportunity to testify.

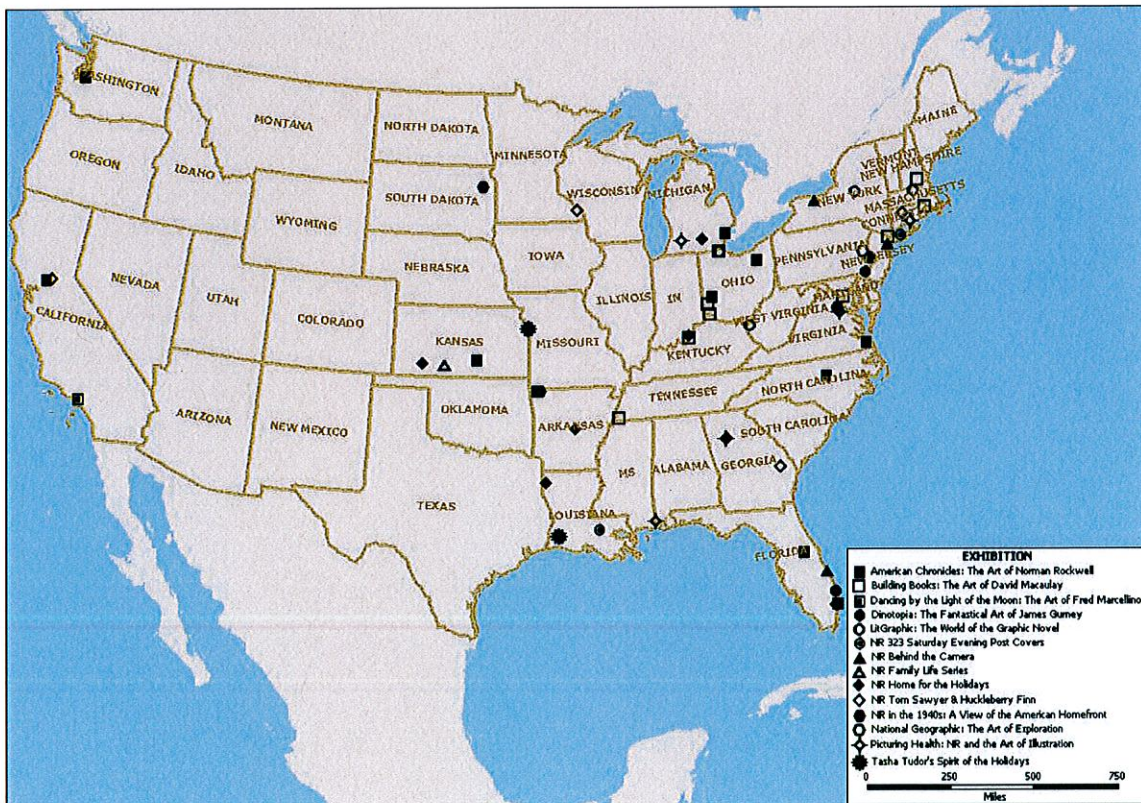
AAMD's mission is to support its members in increasing art museums' contribution to society. Its membership is composed of the directors of America's leading art museums.

AAM's mission is to enhance the value of museums to their communities through leadership, advocacy, and service. Its membership is composed of museums and professionals representing every discipline, including art, history, science, military and maritime, and youth museums, as well as aquariums, zoos, botanical gardens, arboretums, historic sites, and science and technology centers.

Norman Rockwell Museum – Community Partnerships



Norman Rockwell Museum 2007-2013 Exhibitions



Statement of
Peter H. Evans, Executive Director
Interstate Council on Water Policy
Before
The House of Representatives Committee on Appropriations
Subcommittee on Interior, Environment & Related Agencies
In the
Public Witness Hearings
March 25, 2010

The streamgages and ground water monitoring wells operated by the US Geological Survey (USGS) serve as the “stethoscope” for America’s rivers and water supplies. The members of the Interstate Council on Water Policy (ICWP) and many other organizations depend upon USGS streamgage programs to provide measurements and interpretive science that are essential in the development and implementation of water plans and in the operation of water projects (structural and nonstructural). We were pleased to help bring you the endorsement of 55 other organizations last December on a letter urging full implementation of 2 streamgaging programs operated by USGS and that is what we would like to address today.

The Interstate Council on Water Policy

The Interstate Council on Water Policy was established in 1959 to provide a forum for state and local water officials to help each other improve water planning and management capabilities and speak as a group to the need for federal policy and assistance on specific issues. Over the years, many states recognized the advantage of organizing across state lines to address water issues involving more than one state, and the ICWP membership now includes many interstate water organizations. What our members have in common is the responsibility for developing policy, managing programs and implementing projects that reduce the risk of flood and drought and balance the needs of human communities with the protection of water quality, wetlands and riparian areas and the species that depend upon them. We will be meeting in Washington on March 23-25 with members of the Western States Water Council and leaders of many federal agencies to discuss our priorities, our needs and the best opportunities for working together.

Supporting Water Data & Science Deserves Greater Priority

We appreciate the opportunity to provide testimony this year especially, because the President's budget request for FY-2011 proposes to reduce support for two vital, national water science programs and we believe this Subcommittee should correct that mistake. America faces many water-related challenges, and the President's budget includes new funding to address many of the infrastructure improvement and environmental restoration needs across the country. However, without detracting from the worthiness of other important initiatives, we find it unreasonable to invest so much new support in those programs and projects without first investing in the water data and science needed for their design, implementation and adaptive management.

The President and several Cabinet members have pledged to restore science to its rightful place in resource management and these two USGS programs, the Cooperative Water Program (CWP) and the National Streamflow Information Program (NSIP) provide the

foundation for policy, program and project decisions by many federal, state, tribal and local agencies –as well as many businesses and citizens.

Cooperative Water Program (CWP) Background

The USGS Cooperative Water Program was started more than 110 years ago as a 50:50 cost-share partnership with state and local agencies. The basic value proposition that justifies the federal investment in this program has been that, in exchange for an equivalent investment of local and state funds to support good science at key locations identified by those local and state agencies for water planning and management decisions, the USGS provides a high level of expertise, superb quality control and nationwide consistency and the nation gets a reliable, public database capable of supporting national and regional assessments and decision making.

Over the years, the USGS has developed strong collaborative relationships with over 1600 state, municipal and tribal water agencies that depend on streamgauge data and interpretive science to fulfill their responsibilities. Instead of recording just the low-flow measurements or the average daily flow measurements, the USGS measures and reports a full set of standard environmental parameters in real time with a high degree of accuracy and consistency. It is very helpful that the nation's premier water science agency also participates on a limited basis and in partnership with state and local agencies in the extension and refinement of the interpretive sciences that water managers and policy makers need as the management and protection of America's water resources becomes increasingly complicated. These interpretive studies, like the streamgauge data collection, have been supported through 50:50 cost-share agreements in all of the 50 states.

Today, the USGS operates a network of approximately 7,660 streamgages nationwide, of which more than 300 are presently threatened with "discontinuation" due to budget limitations. This means they will be turned off and the record of good measurements will be interrupted, unless the USGS or a state or local agency is able to provide additional funding. Since 2001, the USGS has dropped approximately 1000 streamgages due to budget limitations and the cost-share burden for state and local agencies has increased to almost 70% of the cost.

National Streamflow Information Program (NSIP) Background

In the 1980-90s, the statistical value of long-term streamgauge records in the design of engineered structures (e.g., dams, bridges, flood levees) became an issue because long-term data collection was being interrupted at too many key locations to accommodate legitimate state and local budget and decision-making priorities. The Congress raised concern, the USGS was asked to design a solution and the National Streamflow Information Program (NSIP) was initiated in 2001.

The NSIP design was reviewed by the National Academy of Sciences in 2004 and given a favorable appraisal. That design provided a national "backbone" of 4,744 streamgages selected strategically to assure that adequate data will be collected to support specific national objectives:

- Interstate & International Boundaries -to provide information needed in the administration and protection of international and interstate agreements for the allocation of water supplies and the protection of water quality;

- Streamflow Forecasts -to provide real -- time stage and discharge information needed to support the flood and other streamflow forecasting by the National Weather Service and other federal agencies;
- Sentinel Watersheds -to assure that we have sufficient information to identify and respond to regional and national hydrologic trends, including those associated with global climate change;
- Water Quality -to assure reliable information for detecting and controlling significant sources of pollution and assessing regional trends.

Today, the USGS operates approximately 3,340 of those 4,744 NSIP streamgages; according to the design, this leaves about 1400 gages that still need to be installed or reactivated and equipped properly. Since the NSIP has never been adequately funded, approximately 80% of the 3,340 active NSIP streamgages depend on funding from the Cooperative Water Program (CWP). This in, in turn, contributes to the rising cost-share burden imposed on local, state and tribal agencies and to the rising number of streamgages currently at risk of "discontinuation."

Implementation Capability

The funding needed by the USGS to support the NSIP "solution" has never been requested or provided in full. The USGS design estimated the annual budget required in 2001 at \$80 million; the President's budget requests over the past 5 years have slowly increased from \$12 million to \$27.7 million, but this year they recommend cutting it back to \$27.2 million. The USGS estimated last year, at this Subcommittee's request, that completing the installation of the necessary data collection capability would cost approximately \$121 million over the next 5 years and that annual operation and maintenance will cost approximately \$114 million.

If the NSIP were fully implemented, this would take a considerable burden off of the Cooperative Water Program and reduce the extra share of data collection expenses imposed on local, state and tribal agencies. Assuming for now that there would be little interest in expanding the existing streamgage network, the USGS estimated last year (again, at the request of this Subcommittee) that they would need approximately \$100 million per year for the CWP in order to stop the loss of important streamgages and restore the 50-50 cost-share balance.

Repeated Efforts to Persuade the Administration

In collaboration with a growing list of organizations and state officials, we have written many letters over five years to Secretary Salazar and his predecessors to persuade the Interior Department to recognize & respond to the underfunding of USGS water data & science programs (CWP & NSIP) with very limited success. Together, these two programs provide efficient nationwide access to a highly reliable monitor on America's rivers and water supplies. The data and science from these programs is essential in planning and monitoring the restoration programs for the Everglades, Chesapeake Bay, Long Island Sound and the Great Lakes, the planning for navigation and endangered species and the control of nutrients within the Mississippi River Basin, the resolution of interstate disputes among Alabama, Florida and Georgia and between Arkansas and Oklahoma, the balancing of water supplies and the protection of fisheries and water quality in the Sacramento-San Joaquin Bay Delta. It is essential in the protection of America's 28 National Estuaries and

the Grand Canyon. This data is required for the Interior Department's WaterSMART initiative and for the climate change adaptation studies that Interior, Agriculture, EPA, NOAA and the Corps are implementing.

The ICWP supports all of these initiatives, and many more, but it makes no sense to move ahead with so many substantial interpretive applications and restoration programs unless we also collect the water data that each of those programs require.

The Administration does not appear to be substantially concerned by the continuing loss of streamgages, or by the shift of financial responsibility for supporting data collection to state, tribal and local agencies. If it were, the President's budget request would spotlight this deficit and ask you for help bringing these programs to full capacity in the same timeframe as it is pursuing its other important priorities.

We have great respect for the leadership at the Department of the Interior, the broad range of missions that it leads, and the open and supportive relationship that the USGS, Bureau of Reclamation and the other bureaus maintain with the officials who are responsible for managing and protecting water at the state, interstate and local levels. We only mean to question whether they have given sufficient support to the data & science needed to develop, implement and monitor the diverse water plans and projects that America requires.

We urge the Subcommittee to provide a substantial increase for the NSIP, putting it on a path for full implementation over the next five years, and to restore the USGS capability for fully matching the local, state and tribal contributions to the CWP over the same timeframe.

We thank you Chairman Moran, Ranking Member Simpson, and Members of the Subcommittee, for the opportunity to appear before you and to provide this testimony. I will gladly answer any questions that you might have for me.

Respectfully submitted,

Peter H. Evans
Executive Director
Interstate Council on Water Policy
51 Monroe Street, Suite PE-08A
Rockville, MD 20850
(703) 243-7383
phe@riverswork.com

Testimony of the
Geological Society of America
Dr. Craig M. Schiffries
Director for Geoscience Policy

Regarding the
U.S. Geological Survey
FY 2011 Budget Request

To the
U.S. House of Representatives
Committee on Appropriations
Subcommittee on Interior, Environment, and Related Agencies
March 25, 2010

Summary

The Geological Society of America (GSA) urges Congress to appropriate at least \$1.3 billion for the U.S. Geological Survey (USGS) in fiscal year 2011. The USGS is one of the nation's premier science agencies. It addresses many of society's greatest challenges, including energy resources, climate change, water resources, and natural hazards. The devastating earthquake in Haiti on January 12, 2010 and the enormous earthquake in Chile on February 27, 2010 emphatically demonstrate the value of robust natural hazards monitoring and warning systems and the need for increased federal investments in the USGS. Nevertheless, funding for USGS has stagnated in real dollars for more than a decade (Figure 1).

The Geological Society of America supports strong and growing investments in earth science research at the U.S. Geological Survey and other federal agencies. Substantial increases in federal funding for earth science research are needed to ensure the health, vitality, and security of society and for stewardship of Earth. The USGS has a unique combination of biological, geographical, geological, and hydrological programs that enables it to address interdisciplinary research challenges that are beyond the capabilities of most other organizations. The USGS benefits every American every day.

The Geological Society of America, founded in 1888, is a scientific society with over 22,000 members from academia, government, and industry in all 50 states and more than 90 countries. Through its meetings, publications, and programs, GSA enhances the professional growth of its members and promotes the geosciences in the service of humankind. GSA encourages cooperative research among earth, life, planetary, and social scientists, fosters public dialogue on geoscience issues, and supports all levels of earth science education.

SCIENCE • STEWARDSHIP • SERVICE

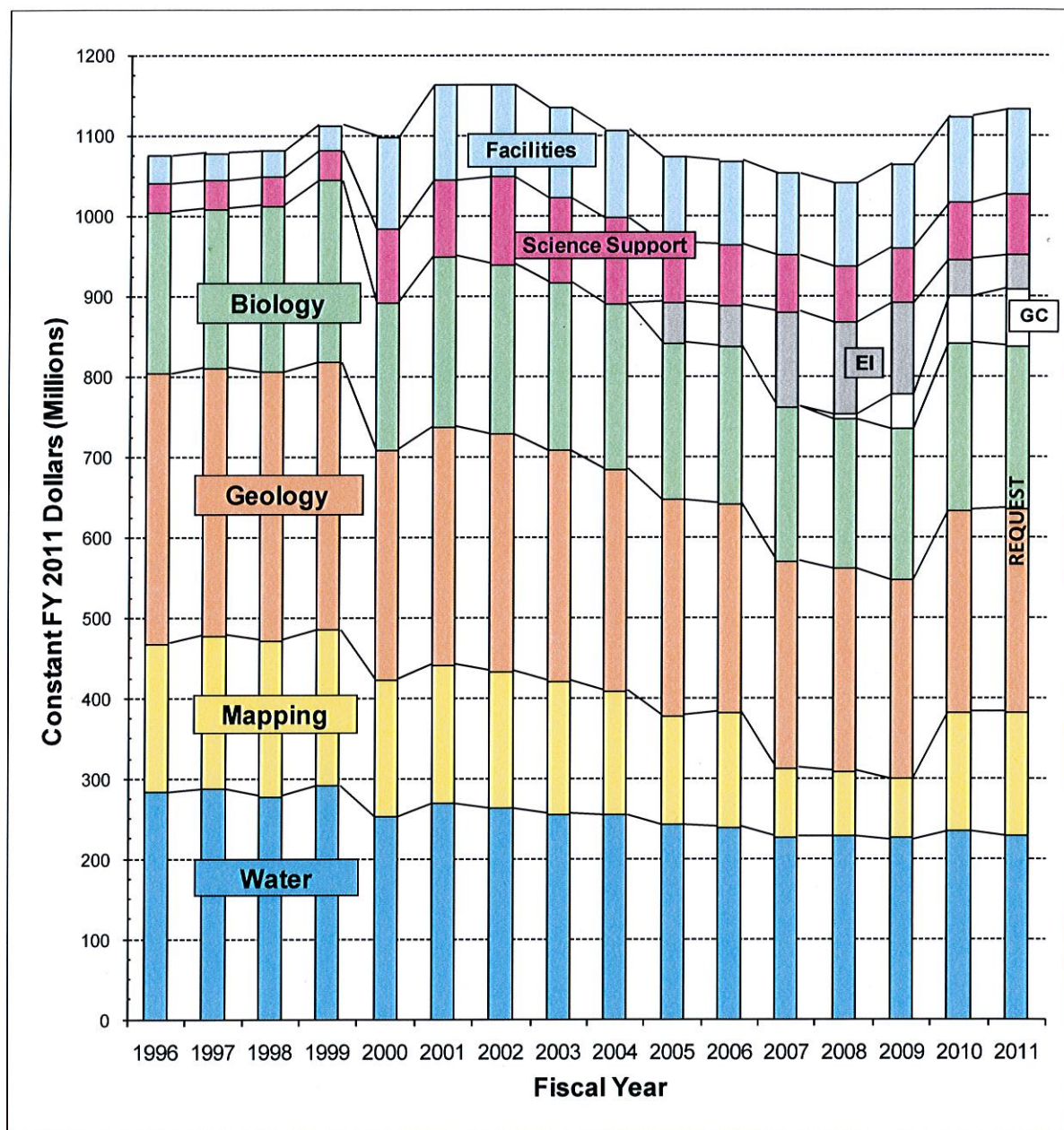


Figure 1. USGS funding in constant 2011 dollars, FY 1996 – FY 2011. EI is Enterprise Information and GC is Global Change. Data from USGS Budget Office.

Rationale

Science and technology are engines of economic prosperity, environmental quality, and national security. Federal investments in research pay substantial dividends. According to the National Academies' report *Rising Above the Gathering Storm* (2007), "Economic studies conducted even before the information-technology revolution have shown that as much as 85% of measured growth in US income per capita was due to technological change."

The earth sciences are critical components of the overall science and technology enterprise. Growing investments in earth science research are required to stimulate innovations that fuel the economy, provide security, and enhance the quality of life. Substantial increases in federal funding for earth science research are needed to ensure the health, vitality, and security of society and for Earth stewardship. Earth science research provides knowledge and data essential for developing policies, legislation, and regulations regarding land, mineral, energy, and water resources at all levels of government.

Broader Impacts of the Earth Sciences

It is critically important for Congress to provide significant increases in funding for the USGS to meet challenges posed by human interactions with Earth's natural systems and to help sustain these natural systems and the economy. Additional investments in the USGS are necessary to address such issues as natural hazards, energy, water resources, and climate change.

- Natural hazards, such as earthquakes, tsunamis, volcanic eruptions, floods, droughts, wildfires, and hurricanes, remain a major cause of fatalities and economic losses worldwide. An improved scientific understanding of geologic hazards will reduce future losses through better forecasts of their occurrence and magnitude. The devastating earthquake in Haiti on January 12, 2010 and the enormous earthquake in Chile on February 27, 2010 emphatically demonstrate the value of robust natural hazards monitoring and warning systems and the need for increased federal investments in the USGS.
- Energy and mineral resources are critical to the functioning of society and to national security and have positive impacts on local, national, and international economies and quality of life. These resources are often costly and difficult to find, and new generations of geoscientists need the tools and expertise to discover them. In addition, management of their extraction, use, and residue disposal requires a scientific approach that will maximize the derived benefits and minimize the negative effects. Improved scientific understanding of these resources will allow for their better management and utilization, while at the same time considering economic and environmental issues. This is particularly significant because shifting resource demands often reframe our knowledge as new research-enabling technologies become available.
- The availability and quality of surface water and groundwater are vital to the well being of both society and ecosystems. Greater scientific understanding of these critical resources—and communication of new insights by geoscientists in formats useful to decision makers—is necessary to ensure adequate and safe water resources for the future.
- Forecasting the outcomes of human interactions with Earth's natural systems, including climate change, is limited by an incomplete understanding of geologic and environmental processes. Improved understanding of these processes in Earth's history can increase confidence in the ability to predict future states and enhance the prospects for mitigating or reversing adverse impacts to the planet and its inhabitants.
- Research in earth science is also fundamental to training and educating the next generation of earth science professionals.

The U.S. Geological Survey should be a component of broader initiatives to increase overall public investments in science and technology. For example, earth science research should be

included in a recommendation by the National Academies to “increase the federal investment in long-term basic research by 10% each year over the next 7 years...” (*Rising Above the Gathering Storm*, 2007). Likewise, when Congress reauthorizes the America COMPETES Act, it should broaden the act to include a new title that puts the USGS budget on the same doubling track as other key science agencies.

Budget Shortfalls

President Obama’s FY 2011 budget request for the U.S. Geological Survey is \$1.133 billion, an increase of \$21.6 million or 1.9 percent over the FY 2010 enacted level. The USGS budget request includes \$52.0 million in program increases, \$18.6 million in program decreases, and \$11.7 million in additional decreases made on a Department of the Interior-wide basis. The budget request also assumes that the USGS will absorb \$13.5 million in uncontrollable cost increases. Underfunding of uncontrollable cost increases over many years has compromised the scientific capacity of the USGS. We urge Congress to restore proposed cuts in the USGS budget request, to provide full funding for uncontrollable cost increases, to provide new funds to enable the agency to address a growing backlog of needs for USGS science and information and undertake new initiatives. Congress should support proposed USGS budget increases for initiatives including the New Energy Frontier, Climate Change Adaptation, WaterSMART Program, Treasured Landscapes (Chesapeake Bay Executive Order), Increasing Resilience to Natural Hazards, Landsat Data Continuity Mission, and Coastal and Marine Spatial Planning.

The USGS budget fell in real dollars for seven consecutive years from FY 2001 to FY 2008 (Figure 1). Despite budget increases in FY 2009 and FY 2010, the USGS budget request for FY 2011 remains below the USGS budget for FY 2001 in real dollars. The decline in funding for the USGS during this time period would have been greater if Congress had not repeatedly restored proposed budget cuts. Federal funding for non-defense R&D has increased significantly while funding for the USGS stagnated for more than a decade.

The Geological Society of America joins with the USGS Coalition and other organizations in recommending an appropriation of \$1.3 billion for the USGS in FY 2011. This budget would enable the USGS to address the growing backlog of science needs that has resulted from stagnant real budgets for more than a decade, accelerate the timetable for deployment of critical projects, and launch science initiatives that address new challenges.

The Geological Society of America is grateful to the House Appropriations Subcommittee on Interior, Environment, and Related Activities for its past leadership in increasing the budget for the U.S. Geological Survey. We remain grateful to the subcommittee for its leadership in providing \$143 million in stimulus funds for the USGS under the American Recovery and Reinvestment Act of 2009. Thank you for your thoughtful consideration of our request. For additional information or to learn more about the Geological Society of America—including GSA Position Statements on water resources, energy and mineral resources, natural hazards, and public investment in earth science research—please visit www.geosociety.org or contact Dr. Craig Schiffries at cschiffries@geosociety.org.

USGS Coalition

Prepared Remarks

**Robert Gropp, Ph.D.
Co-chair, USGS Coalition**

**Before
House Interior and Environment Appropriations Subcommittee**

Presented on March 25, 2010

Mr. Chairman and members of the subcommittee, thank you for the opportunity to testify about the President's fiscal year (FY) 2011 budget request for the United States Geological Survey (USGS). The USGS Coalition urges Congress to provide at least \$1.3 billion for the USGS in FY 2011.

Before I address the current budget request, I would like to thank the members of the subcommittee and recent subcommittee chairmen for your efforts on behalf of the USGS. Over the years, Congress has worked in a bipartisan manner to restore budget cuts that have been proposed by President's from both parties. Through the leadership of members of this committee, some programs within USGS have received important funding that has helped the agency better meet its mission.

I am here in my capacity as co-chair of the USGS Coalition. The Coalition is an alliance of more than 70 organizations united by a commitment to the continued vitality of the unique combination of biological, geological, hydrological and mapping programs of the USGS. The USGS Coalition works to raise the profile of the USGS and to promote an appropriate federal investment in USGS programs that underpin responsible natural resource stewardship, improve resilience to natural and human-induced hazards, and contribute to the long-term health, security and prosperity of the nation.

The USGS plays a crucial role in protecting the public from natural hazards such as floods and earthquakes, assessing water quality, providing emergency responders with geospatial data to improve homeland security, analyzing the strategic and economic implications of mineral supply and demand, and providing the science needed to manage our natural resources and combat invasive species that can threaten agriculture and public health. The USGS is working in every state and has nearly 400 offices across the country. To aid in its interdisciplinary investigations, the USGS works with over 2,000 federal, state, local, tribal and private organizations.

Since it was established by an act of Congress 131 years ago, the USGS has served the nation. The USGS provides reliable and objective scientific information to describe and understand the Earth (physical and living systems), minimize loss of life and property from natural disasters,

and assist others in managing water, biological, geological, geographical, and other natural resources. It is the science agency for the Department of the Interior, but USGS personnel and products contribute substantially to the broader scientific enterprise. The USGS is an internationally respected natural science agency.

The USGS is essential to our collective ability to understand and resolve complex problems. The unique blend of scientific and technical disciplines within the USGS enables the agency to strategically leverage expertise to address many of our most pressing scientific questions, such as those associated with global climate change, environmental stewardship, natural hazards, and energy production.

In recent years, various reports from the National Academies, National Science Foundation, and others have argued that interdisciplinary approaches are required to answer our most challenging science questions, such as those related to climate change, environmental stewardship, and energy production. Importantly, the USGS has the expertise to develop cross-disciplinary teams capable of addressing these challenges. The FY 2011 budget request includes funding for several of these important initiatives – the New Energy Frontier Initiative, the Climate Change Adaptation Initiative, the WaterSMART Program, and the Treasured Landscapes Initiative.

Funding Shortfall

The USGS budget declined in real dollars from FY 2001 to FY 2008 (Figure 1). Although funding has increased slightly from FY 2008 to present, when considered in constant dollars funding for the USGS remains below the annual levels appropriated in fiscal years 2001, 2002, and 2003. The decline in funding for the USGS during this time period would have been greater if Congress had not repeatedly restored proposed budget cuts.

As announced by the Office of Science and Technology Policy on February 1, 2010, the federal, non-defense research and development budget is slated to grow by 5.9 percent in FY 2011. In contrast, the proposed increase for the R&D component of the USGS budget is approximately 2.9 percent and the overall growth rate for the USGS budget is 1.9 percent. However, these potential increases are overstated. The proposed budget would cut funding for some on-going research efforts and, importantly, fails to fund \$13.5 million in fixed cost increases. When just this \$13.5 million cost is deducted from the proposed budget increase of \$21.6 million, the real funding increase is a mere \$8.1 million – most of which would be applied to new initiatives.

USGS Budget Request

For FY 2011, the President has requested \$1.1 billion for the USGS. This represents a \$21.6 million increase over the FY 2010 enacted level. The budget request includes funding for important new initiatives in the areas of renewable energy, climate change, water availability and use, natural hazards, and Landsat. Further, the budget places an emphasis on science that will assist managers in ensuring the long-term vitality of wildlife and habitat as energy and alternative energy resources are developed on Federal lands and the Outer Continental Shelf;

contribute research to enhance ecosystems-based management of coastal resources; enhance multi-disciplinary work related to climate change; and ensure the initial phase of the establishment of Landsat ground stations.

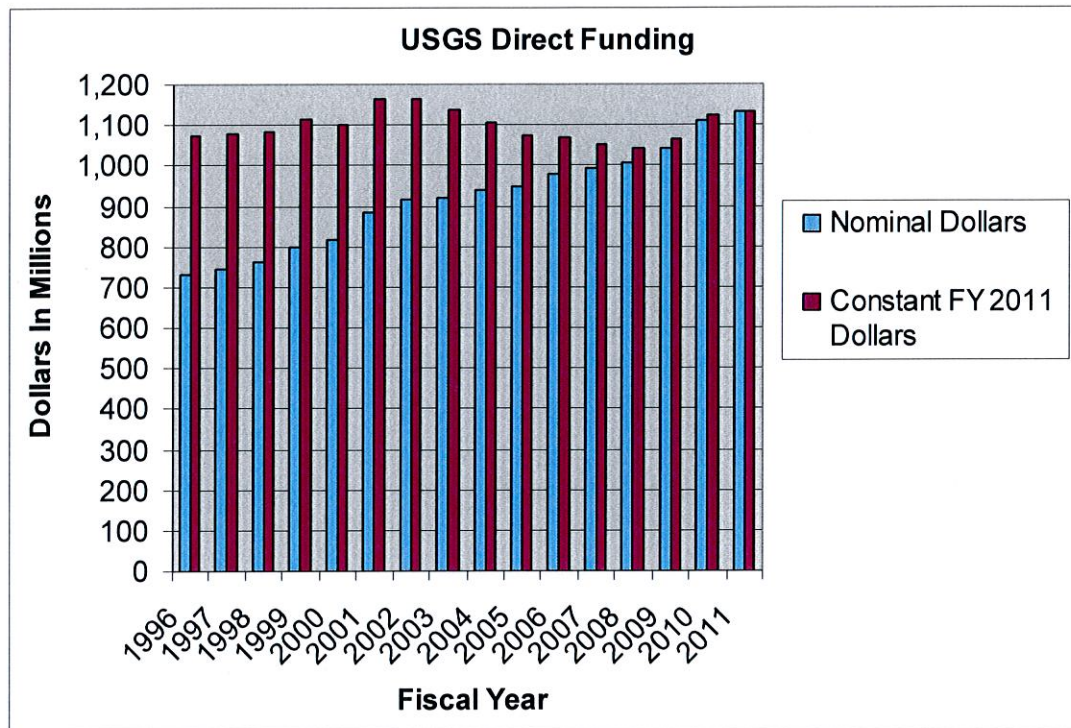


Figure 1. USGS funding in nominal and constant 2011 dollars, FY 1996 – FY 2011. FY 2011 numbers are for the President's request. Data from USGS Budget Office.

The budget includes requests for important new funding for various cross-cutting initiatives and for the Geologic and Geographic research programs. Unfortunately, cuts are proposed to other important existing program areas, including \$3.5 million from the Water Resources Discipline, \$3.7 million from the Biological Resources Discipline, and \$4.5 million from Enterprise Infrastructure.

Of great concern, the budget fails to fund fixed cost increases. According to USGS budget documents, agency programs will absorb \$13.5 million in fixed costs. At this level, these expenses effectively reduce the proposed budget increase of \$21.6 million to \$8.1 million. Scientific and monitoring programs at the USGS have undoubtedly suffered in recent years as budget requests have repeatedly failed to fully fund fixed cost increases.

USGS Coalition Recommendation for FY 2011

The USGS Coalition requests that the subcommittee appropriate at least \$1.3 billion to the USGS in FY 2011. The FY 2011 budget recommended by the USGS Coalition would enable the USGS

to meet the tremendous need for science in support of public policy decision-making. The increased investment is needed to restore proposed cuts to on-going research and monitoring efforts, fully fund important new initiatives, and fully fund uncontrollable (fixed) cost increases.

The USGS Coalition is grateful to the House Interior and Environment Appropriations Subcommittee for its leadership in restoring past budget cuts and strengthening the USGS. We look forward to working with you in the future to ensure that the USGS has the funds required to deliver the world-class science and products that inform decisions across the nation every day.



**Statement of Sara Fain
National Co-Chair, The Everglades Coalition**

**Subcommittee on Interior, Environment, and Related Agencies
House Committee on Appropriations**

March 25, 2010

On behalf of the 53 environmental, civic, and conservation organizations that comprise the Everglades Coalition, which collectively represent over 6 million members and supporters nationwide, I want to thank the Subcommittee for the opportunity to submit testimony regarding the Administration's Fiscal Year 2011 Budget request for Everglades restoration.

For over 25 years, the Everglades Coalition has been dedicated to full restoration of the greater Everglades ecosystem, from the Kissimmee Chain of Lakes into Lake Okeechobee and to the coastal estuaries, through the River of Grass, out to Florida Bay and the Florida Keys.

The Comprehensive Everglades Restoration Plan

In 2000, President Bill Clinton signed into law the most ambitious ecosystem restoration project ever undertaken in the world. The Water Resources Development Act of 2000 (WRDA) established the Comprehensive Everglades Restoration Plan (CERP), which aims to restore the Everglades ecosystem to preserve our environment, our water supply, and our economy. This was a monumental accomplishment, and requires a continued commitment from our State of Florida and the federal government for years to come. As part of CERP, Congress granted the Department of the Interior a major role in Everglades restoration as the federal agency responsible for the ecological health and protection of a large part of this ecosystem.

Momentum for Everglades Restoration

Ten years later, we are seeing the fruits of our labor to reestablish water flow in order to save America's Everglades. This Congress and the Obama Administration have provided critical leadership to provide funding and make essential progress on job-creating construction projects, and to ensure this program of national significance is successful.

The Coalition is grateful that the Appropriations Subcommittee on Interior, Environment, and Related Agencies has helped create the wave of momentum and progress that Everglades restoration is experiencing. Over the last year, we have participated in three groundbreakings for critical restoration projects. These steps forward include the Picayune Strand project to restore 55,000 acres of wetlands in southwest Florida, Phase 1 of the C-111 Spreader Canal project to restore water flow through Everglades National Park and into Florida Bay, and the Modified Water Deliveries project to bridge a portion of Tamiami Trail to allow water to once again flow into Everglades National Park.

Three other projects, the Site One Impoundment, Indian River Lagoon, and the state of Florida's portion of the Biscayne Bay Coastal Wetlands Phase 1, are ready to break ground. Three additional projects, C-43 Reservoir, Biscayne Bay Coastal Wetlands Phase 1, and the Broward County Water Preserve Areas, are nearing planning completion to be considered for authorization in Water Resources Development Act 2010. This upsurge of construction will result not only in important ecological improvements, but is resulting in the creation of thousands of new green jobs for south Floridians.

The year 2009 brought the highest levels of federal funding ever for the Everglades, and has served as a sign to all Americans that this pioneering restoration effort remains a priority for our federal government. We are encouraged by President Obama's budget for Everglades restoration, which is a \$6 million increase from the funds appropriated in FY2010, and clearly shows his commitment to preserving this unique ecosystem. We hope that this subcommittee will support the President's budget to ensure continued momentum for America's Everglades, as well as fund the Modified Water Deliveries project at \$15 million.

Tamiami Trail and Restoring Flow to Everglades National Park

One of the greatest impediments to restoring Everglades National Park is the 80 year old road that lies along the northern border of the park. The road, Tamiami Trail, acts as a dam, preventing water from freely flowing along its historic and natural path through the greater Everglades ecosystem from Water Conservation Area 3 into Everglades National Park and out to Florida Bay. This situation has effectively starved the Park of vital water, flooded the northern areas, hindered Everglades restoration, and resulted in the deterioration of the Everglades and Park's unique ecosystems.

As previously mentioned, the first step of addressing this problem began in December 2009 with constructing a one-mile bridge along Tamiami Trail as part of the Modified Water Deliveries project. However, science has shown that much more of this road must be bridged to truly ensure water flows again through the greater Everglades ecosystem and into Everglades National Park.

The 2009 Omnibus Appropriations Act directed the Secretary of the Interior to immediately evaluate the feasibility of additional bridging along Tamiami Trail. This is an unparalleled opportunity for the National Park Service to take steps to fully restore Everglades National Park and advance Everglades restoration by maximizing additional bridging along the Tamiami Trail.

The National Park Service will reveal its draft plan this spring, consistent with the National Environmental Policy Act. We are optimistic that it considers many more miles of bridging, which science has shown is exactly what we need to restore water flow into Everglades National Park. Only with adequate water flow can we hope to restore critical habitat for the diverse wildlife of the Everglades.

The President's budget recommends \$8 million for the Modified Water Deliveries Project, yet the Department of the Interior needs \$30 million to complete the project, and move on to the next phase. This project is a priority for the Secretary of the Interior and this reduced request from the President may be due to national deficit concerns. We urge you to increase this figure to \$15

million so we can complete this 20-year old project as quickly as possible and begin the next steps to restoring the Everglades.

Adequately funding the Department of Interior's projects in Fiscal Year 2011, and appropriating \$15 million for the Modified Water Deliveries project, will enable this progress to continue, and move us closer to achieving ecological benefits.

Everglades Restoration as an Economic Engine

A healthy Everglades is also vital to the long-term economic sustainability of south Florida. It is the main source of fresh drinking water for 7 million residents. Our primary economic resource – tourism – depends on the Everglades and our natural resources. It is estimated that over \$10 billion is generated annually by natural resource tourism, and employs almost 18,000 people. By ensuring that we protect the Everglades ecosystem, we also ensure the economic viability of south Florida.

Environmental restoration has already shown to be an important part of economic recovery. Unemployment in south Florida has risen dramatically with this economic downturn in particular because of the reduction in construction jobs. Federally funded infrastructure projects related to Everglades restoration are projected to generate 3,000 jobs in construction, engineering, and manufacturing over the next three years. It is clear that investing in Everglades restoration can create both jobs and long-range environmental and economic benefits.

Conclusion

America's Everglades encompasses some of our most treasured protected places – Everglades and Biscayne National Parks, Big Cypress National Preserve, Florida Keys National Marine Sanctuary, Crocodile Lake, Loxahatchee and Florida Panther National Wildlife Refuges, among many state, local, and tribal owned lands. People come from all over the world to visit this unique and precious place. Restoring America's Everglades is a critical issue to Floridians and Americans alike. Our success will indicate the nation's desire to fix our previous mistakes. As a nation that prides itself on being able to find a way to fix anything, America must continue in its quest to restore an unparalleled wilderness habitat that sustains an enormous diversity of life.

The foremost protector of the Everglades, Marjorie Stoneman Douglas once said, "There are no other Everglades in the world. They are, they have always been, one of the unique regions of the earth; remote, never wholly known. Nothing anywhere else is like them..." By regaining this lost paradise, we can ensure that the Everglades ecosystem becomes not only a sanctuary for wildlife, an economic driver, and a source of freshwater for people, but also a magnificent legacy to bequeath to our children.

Thank you for your continued support of this critical restoration plan for the benefit of all Americans.

Testimony before the
United States House Committee on Appropriations
Subcommittee on Interior, Environment and Related Agencies
Regarding the
F.Y. 2011 President's Budget Request for the U.S. Forest Service
by
Tom Partin, President
American Forest Resource Council, Portland, Oregon on behalf of
the Federal Forest Resource Coalition
March 25, 2010

Good morning, Mr. Chairman, and members of the Subcommittee. My name is Tom Partin and I am President of the American Forest Resource Council located in Portland, Oregon. I am testifying on behalf of the Federal Forest Resource Coalition.

The Federal Forest Resource Coalition is an informal coalition representing forest industry trade associations from across the United States. Collectively, our members represent every segment of the forestry and wood products value chain, from loggers and landowners to lumber, panel, pulp, and paper mills. The forest industry employs more than one million people directly and ranks among the top 10 manufacturing employers in 48 states. Lumber, panel, pulp, and paper mills are frequently the economic hub of their communities, making the industry's health critical to the economic vitality of countless communities in every region of the country. A complete list of Coalition members is included with this testimony.

Our member companies depend on the federal forests to provide a consistent and sustainable flow of raw material and many of our members are the last milling and skilled logging infrastructure in their area. Without this infrastructure it will be impossible for the U. S. Forest Service (USFS) to maintain the health of our federal forests. We've seen this play out first hand in the southwestern United States.

Our members are often located in small, rural communities, and the jobs they provide are often the lifeblood of those rural economies. Many of our companies face extreme difficulty securing sufficient log supplies, making increased outputs from the Forest Service extremely critical. With this in mind, it's easy to recognize that as the Forest Service budget and timber outputs go, so go the health of our forests, our forest products industry, and many of America's rural communities.

I am here today to discuss the President's F.Y. 2011 Budget Request for the Forest Service and some concerns that our coalition has with the proposal. First let me say that we are very pleased that the

President recognizes the importance of the Forest Service and has proposed an overall increase in funding for the agency. I believe this is in recognition of the vast amount of work that needs to be done within the National Forest System (NFS) to provide the clean water and air, forest products, and other amenities that the public has come to expect from its national forests. Our members are integral to the Forest Service's ability to accomplish on-the-ground restoration.

The F.Y. 2011 budget request, however, raises several concerns. First, we have significant issues with the proposed merger of the Forest Products, Vegetation and Watershed Management, and Wildlife and Fisheries Habitat line items in the NFS budget into a single "Integrated Resource Restoration" account. We are particularly concerned that the only target for this new account is "Acres Treated," and we fear that the lack of a timber output target and accountability for that target will inevitably lead to less timber harvested. In addition, the three line items are not comprehensive. The Hazardous Fuel Reduction funds also play a major role in restoring the dead and dying forests of the West and we question the rationale for excluding them from the proposal.

Our members need predictability and certainty in the form of timber output targets to be able to plan operations and investments. We also believe the Forest Products line item is one of the few programs with targets upon which the public can judge agency performance. Historically, there has been a direct correlation between the Forest Products line item funding and expected timber harvests. Combining these three line items and evaluating USFS performance solely on acres treated or watersheds improved is likely to take away the goals and incentives to produce a predictable volume of timber from year to year. Further, not all forest management is 'restoration' and very few forest plans, which have been developed at great cost of time and money, provide direction for 'forest restoration'.

Moreover, while the Administration is proposing a \$26 million increase in the combined proposed "Integrated Resource Restoration" account over the F.Y. 2010 enacted level, \$30 million would be set-aside to implement the Forest Landscape Restoration Act and \$50 million for "priority" watershed improvement projects. This funding will be removed from the combined budgetary pool and will be subject to competition between Regions and Forests. We are concerned that the temporary nature of this type of competitive funding will prevent forests from hiring the staff needed to plan and prepare long-term management programs. So, while the overall account would increase by \$26 million, this \$80 million will be applied to "offline" programs with uncertain outputs. When the Forest Landscape Restoration Act was considered by Congress, it was with the concept of new, additional funding that would not reduce current program funding.

We believe further study is appropriate and suggest that the Forest Service first test the proposal in F.Y. 2011 through an administrative pilot program on individual forests before implementing the concept nationally. A single "one-size-fits-all" approach simply cannot deal fairly or effectively with the diverse conditions found on national forests across the country. If this subcommittee does move forward with the proposal, we believe it is necessary for Congress to: (1) add the "Hazardous Fuels" line item; (2) allocate funding between the four line items; and (3) include output targets and reporting requirements for sawlogs, biomass, fuel wood and other convertible products associated with the forest products line item.

Our second concern is that the National Forest Timber Management output target in this budget is being reduced from 2.5 billion board feet in F.Y. 2010 to 2.4 billion board feet in F.Y. 2011. This trend is contrary to the strong congressional support for increasing timber outputs consistent with forest health needs and industry infrastructure retention efforts. The agency's current forest plans show the Allowable Sale Quantity to be over 6 billion board feet annually. We strongly believe that both the budget for forest management and the associated timber output targets should be increasing. We have recommended in our attached charts that an increase of \$57 million to the forest products line item would bring the F.Y. 2011 target up to 3.0 billion board feet. This level of funding would provide a much needed boost to rural America and speed the restoration of our federal forests while still falling well below the levels outlined in the forest plans.

The health of our forests and the forest program are closely linked to the unemployment rate in rural America. When many of our rural communities have unemployment rates nearing 20 percent, investing in the USFS timber program is a very effective job creator. The quickest and most efficient way to lower the unemployment rate in many rural communities is to rebuild the forest program up to the level allowed under existing approved forest plans.

A very conservative estimate of jobs created per 1 million board feet of timber harvested is 11.4 new direct and indirect jobs with an average wage of \$42,300. Therefore, increasing the F.Y. 2011 Forest Products line item by \$57 million would increase the USFS timber harvest level to 3.0 billion board feet and create 6,600 new jobs. And an investment of \$151 million would increase timber harvests to 4.0 billion board feet and create over 16,000 new jobs.

The Hazardous Fuels line item would receive a \$9.2 million increase under the Budget Request. Given the heavy fuels buildup and fire risks that many of our national forests are facing we believe this is an important program. However, we believe the Congress should either consider including this line item entirely within the IRR line item or directing that all or most of the \$90 million price tag for the Landscape and Watershed Restoration programs come out of the Hazardous Fuels line item. We are also concerned about the language that directs a higher percentage of the work to be focused in Wildland Urban Interface (WUI) areas. While WUI areas are undoubtedly important for the protection of property and lives, a higher percentage of the Class II and Class III fire class forests are found in the general forested area and not in the WUI. Further, we believe that by first mechanically treating these condition class II and III lands in the general forested areas, there will be an opportunity to take better advantage of the merchantable products to get more meaningful treatment accomplished. We request that a more proportionate percentage of hazardous fuels fund be directed to the WUI areas, perhaps 50 percent.

The Wildland Fire Management funds were increased by \$333.2 million primarily because of implementation of the FLAME Act. We applaud the members of this subcommittee for addressing this issue in the F.Y. 2010 bill. We strongly recommend that these funds are used at appropriate levels that would cover the cost of emergency fires and eliminate the need to transfer funds from non-fire programs. Significant disruptions have occurred in other NFS programs in prior years because of the necessity to borrow funds for firefighting. Repayment of borrowed funds has often lagged, further deterring and setting back needed forest management projects.

We also have significant concerns with the \$118 million cut proposed to the USFS Capital Improvement and Maintenance Budget, which among other things funds road maintenance activities. Of particular

concern is the elimination of all new road construction or reconstruction, which will likely have a devastating effect on forest management programs. The budget also appears to have a disproportionate reduction in miles of maintenance and decommissioning. It has been estimated that the agency has a \$10 billion maintenance backlog and it is hard to understand how a cut of this magnitude is consistent with addressing this backlog or accomplishing maintenance and decommissioning activities, where appropriate.

Finally, we agree that an updated and streamlined stewardship contract is needed. However, we urge the Forest Service to keep a full suite of contracting options, including timber sale contracts, available for the sale of forest products. The current timber sale contract should be used when it is the best option, and its use should be at the discretion of the USFS line officers developing such projects. We strongly encourage you to eliminate all references to “above cost/below cost” for Stewardship or Timber Sale Contracts. Such language misses the point about how these are merely contract mechanisms to accomplish the same goal —forest health management and restoration.

On behalf of the Federal Forest Resource Coalition, thank you for the opportunity to be here today. I would be happy to answer any questions.

Brian Moore
Legislative Director
National Audubon Society
Testimony for the House Interior Appropriations Subcommittee
March 25, 2010

Mr. Chairman, on behalf of over one million members and supporters of Audubon, thank you for the opportunity to express to your Committee our recommendations for Fiscal Year 2012 funding of Department of the Interior and Environmental Protection Agency programs.

Audubon has been protecting birds and other wildlife and the habitat that supports them for over 100 years. Our national network of community-based nature centers and chapters, scientific and educational programs, and advocacy on behalf of areas sustaining important bird populations, engage millions of people of all ages and backgrounds in positive conservation experiences. The purpose of our testimony is to recommend levels of funding for specific programs that are vital to our mission.

I. Everglades Restoration

We are grateful to the Committee for its long-standing support of Everglades restoration through the appropriations process and in important appropriations-related issues such as the Modified Water Deliveries project and Everglades science coordination. Restoration of the Everglades has seen a landmark step forward with the ground breaking on the Tamiami Trail, but is still at a critical juncture. Keeping Everglades restoration on schedule and the Federal/Florida partnership strong requires significant federal investment in the next fiscal year.

The long anticipated Modified Water Deliveries to Everglades National Park (Modified Waters) will be completed by 2010, but only if fully funded over the next year. Audubon remains supportive of completing the Modified Waters Delivery project as quickly as is practicable. We believe project could be complete with an appropriation of \$15 million in FY11 and an additional \$15 million in FY12. A provision in the authorizing language of CERP (WRDA 2000) prevents construction of key restoration projects until Modified Waters is finished.

Interior	
Modified Water Deliveries to Everglades National Park	\$15 million
CERP – USFWS & NPS Science and Planning	\$10 million

II. Land Conservation, Preservation and Infrastructure Improvement Fund (LCPH)

Land and Water Conservation Fund (LWCF):

We urge the Committee to **appropriate \$425 million for LWCF, with \$175 million allocated to the stateside LWCF program**, to combat the rapid rate of habitat loss threatening America's native birds and wildlife.

State Wildlife Grants:

This valuable program provides matching grants for design and implementation of habitat and wildlife conservation plans and allows states to conserve and restore declining native species

prior to a necessity to list them as endangered or threatened. **Audubon supports funding SWGs at \$115 million in FY 2011.**

III. US Fish and Wildlife Service (FWS)

National Wildlife Refuge System:

America's Refuge System faces a massive multi-billion dollar backlog of operations and maintenance needs that is widely recognized as a handicap to Fish and Wildlife Service efforts to conserve and protect the System's more than 94 million acres of prime habitat for more than 2,000 bird and wildlife species. Increased funding is needed to provide adequate services for the millions of birdwatchers, sportsmen, and others who enjoy the outdoors at their local wildlife refuges. We call on the Committee to **increase funding for the National Wildlife Refuge System to \$578.3 million.**

Endangered Species Program:

We firmly believe that the Endangered Species Act is one of our nation's most important environmental laws. We continue to be disappointed that the Endangered Species Program has not been funded at the level needed to fully carry out its critical purpose of preventing the loss of irreplaceable species and biological diversity. We urge the Committee to appropriate a total of \$217.4 million for the four endangered species operations accounts, allocated as follows: \$32 million for Listing; \$15 million for Candidate Conservation; \$95 million for Recovery; and \$75 million for Consultation.

Neotropical Migratory Birds and the Multinational Species Fund:

The Neotropical Migratory Bird Conservation Act (NMBCA) passed the Congress in order to reverse the decline of migratory birds that breed in the U.S. by protecting their habitats in Latin America and the Caribbean. Approximately 500 of the existing 800 species of birds found within the United States migrate across the nation's borders annually. For a great number of these species, this region contains almost the entire world population of these birds in the non-breeding season. The demand on this program is great, despite its' 3:1 match requirements. Every year since the programs inception, the demand has outstripped the supply of grant dollars. We appreciate the Committee's support for this program in past years, and hope to see that support continue, in light of the importance of conservation grant programs that are highly leveraged, and in light of the high demand on the program. **We respectfully request that \$6.5 million be appropriated in FY 2011.**

Migratory Bird Management (MBM) at FWS:

The Division of Migratory Bird Management, an asset to bird population conservation efforts, requires funding for the survey and monitor of migratory bird populations, use of sound science as a management tool, coordination of activities with other agencies, governments and NGOs, and the completion of conservation plans. We urge the Committee to fund the DMBM at \$68.5 million in FY 2011.

North American Waterfowl Management Plan, Joint Ventures:

Beginning in 2001, Congress recognized the effectiveness of the Joint Venture regional conservation approach by ramping up the level of administrative funding to organize this effort. That support continued through 2004 when full funding was realized to develop the capacity

necessary to carry out the work spelled out by the North American Waterfowl Management Plan for wetland habitat conservation. Congress should be commended for its part of this important partnership, as it was the pivotal link that ensured ongoing success for all partners. Congress' continued commitment to the cause of cooperative conservation cannot be overstated, for without Congressional support, accomplishment by Joint Venture partners would be far less significant. We respectfully encourage the Committee to fund Joint Ventures at \$18 million in FY 2011.

US Fish and Wildlife Service	
Endangered Species Program	\$217 million
- Listing	\$32 million
- Candidate Conservation	\$15 million
- Recovery	\$95 million
- Consultation	\$75 million
Neotropical Birds and the Multinational Species Fund	\$6.5 million
Migratory Bird Management	\$68.5 million
North American Waterfowl Management Plan, Joint Ventures	\$18 million

IV. US Forest Service (USFS)

International Programs:

Audubon strongly urges the Committee to provide \$16 million to these under-funded programs in FY 2011. The President's budget request cuts needed funds from this valuable program, and the recommended funding level would halt assessment work of shrimp farming impacts on bird populations in Mexico, would disallow migratory bird habitat restoration work along the Sinaola coast. It would require 50% cuts in restoration work on the Nariva RAMSAR wetland site in Trinidad-Tobago, and would stop work on a number of other important bird habitat improvements in Mexico, Central and South America, where a good percentage of our backyard songbirds spend the winter.

Unfortunately, many migratory birds are experiencing rapid population decline due mainly to the loss of habitat outside of the United States. Adequate support for the Migratory Bird Conservation work performed by the Forest Service is essential, and would allow important conservation efforts for species such as the Kirtland's Warbler, Swallow-Tailed Kite, Cerulean Warbler, Bicknell's Thrush, and the Mountain Plover. Without restoration of the budget cuts proposed, these migratory bird species will likely continue to decline and may ultimately face extinction.

US Forest Service	
International Programs	\$16 million

V. US Environmental Protection Agency

Great Lakes Restoration

The Great Lakes hold one-fifth of the world's fresh surface water supply. They support the economy through agriculture, industrial farming, steel production, commercial and sport fisheries, and recreation and tourism. More than 150,000 Americans work in the Great Lakes' shipping industry, which provides passage for approximately 180 million tons of cargo annually.

The economic benefits in the Great Lake states are more than \$15 billion for hunting, fishing, and wildlife watching.

Despite their vast expanse, the Great Lakes are fragile and in peril. Raw sewage contaminates beaches, invasive species threaten native fish, and toxic mercury makes fish unsafe to eat. Action must be taken now or the entire Great Lakes ecosystem will be damaged beyond repair. Funding is needed to restore the health of the Great Lakes. Every day the problems intensify and the solutions become more costly.

Great Lakes	
Clean Water State Revolving Fund	\$475 million
Great Lakes Legacy Act	\$54 million
Beaches Environmental Assessment and Coastal Health Act	\$30 million
Great Lakes National Program Office, EPA	\$25 million
Great Lakes Fish and Wildlife Restoration Act	\$8 million

Long Island Sound Restoration

The Long Island Sound Restoration Act strives to protect and restore the environmentally and economically vital resources of the Sound. In 1985, the Sound was one of the first three estuaries recognized under the National Estuary Program because it provides feeding, breeding, nesting, and nursery areas for a diverse variety of plant and animal life. The Sound also contributes an estimated \$5.5 billion per year to the regional economy from commercial fishing, sport fishing, and recreational activities. More than 8 million people live in the Long Island Sound watershed, and the resultant development has led to increasingly poor ecosystem health.

Last year the Long Island Sound received a record \$7 and we are very grateful for the growing attention Congress has given this vital ecosystem. We encourage funding the restoration of the Long Island Sound at a level of \$20 million in 2011 in order to expand and continue this valuable program .

Long Island Sound	
Long Island Sound Restoration	\$20 million

Thank you for providing us with this opportunity to testify on Audubon's priorities for the Department of the Interior. I appreciate the fact that this is a large agenda, but the problems facing America's birds, wildlife and their habitat are daunting. We look forward to working with you to protect America's birds, wildlife and habitat.

Dr. Bruce A. Stein
Associate Director, Wildlife Conservation and Global Warming
National Wildlife Federation

Testimony on FY 2011 Appropriations
House Appropriations Subcommittee on Interior, Environment & Related Agencies
March 26, 2010

On behalf of the National Wildlife Federation (NWF), the nation's largest conservation advocacy and education organization, and our more than four million members and supporters, we thank you for the opportunity to provide FY 2011 funding recommendations for the Department of the Interior and other agencies under the purview of this Committee.

We understand the administration and the Subcommittee face difficult choices in these challenging economic times, and we are pleased with several of the major initiatives in the President's FY11 budget proposal. We commend the Subcommittee for its efforts to strengthen the scientific and planning capacity to address climate change impacts on wildlife through landscape-level conservation and management, rapidly increasing the capacity for appropriately sited renewable energy and transmission on public lands, and facilitating essential acquisition of key habitat through a commitment to the Land and Water Conservation Fund.

CLIMATE CHANGE ADAPTATION AND LANDSCAPE-SCALE CONSERVATION

The proposed budget includes a much-needed \$35 million increase over the enacted FY10 budget to support on-the-ground adaptation at several agencies. **NWF is strongly supportive of the \$171 million requested for the Department of the Interior budget to help agencies assess and respond to the impacts of climate change on wildlife.** We are particularly pleased to see investments in Landscape Conservation Cooperatives designed to engage and integrate agencies from across the Department and with external partners.

PROMOTE RENEWABLE ENERGY AND LIMIT FOSSIL FUEL SUBSIDIES

Transitioning to a clean energy economy is one of the great challenges facing the nation. **NWF supports the New Energy Frontier initiative in the President's FY11 budget, which invests in development of clean energy resources on public lands** while acknowledging that not all lands with energy potential are appropriate for development. This initiative would invest \$73.3 million in renewable energy programs, a \$14.2 million increase over FY10. Because it is essential that applications are sited appropriately, we strongly support proposed investments in new studies of wildlife impacts, site-specific environmental studies, and regional analysis of wind energy zones. We remain concerned, however, that the Department lacks the necessary policy guidance to support the targeted build out on public lands without incurring significant impacts to wildlife and other natural resources.

NWF also strongly supports the Department's common-sense budget proposals for reducing extravagant subsidies to the oil and gas industry, including a new fee for non-producing leases. To confront climate change, promote cleaner sources of energy, and enhance our national security, we will need to phase out tax breaks and subsidies to the most carbon intensive fuels.

I. U.S. FISH AND WILDLIFE SERVICE

State and Tribal Wildlife Grants

The State and Tribal Wildlife Grants program is the nation's core program for preventing wildlife from becoming endangered in every state. It provides state wildlife agencies and their partners with a broad suite of proactive conservation tools to allow for meaningful and cost-effective species conservation. At the heart of this program is implementation of federally approved wildlife action plans. We urge Congress to honor its commitment to this important effort and respectfully **request that the subcommittee provide State Wildlife Grants funding of \$100 million**, an increase of \$10 million over FY10 enacted levels.

Endangered Species Program

The Endangered Species Act (ESA) is a safety net for wildlife, plants, and fish that are on the brink of extinction. While the Act has been extraordinarily successful in preventing the extinction of plants and animals, funding for its implementation has eroded significantly over the past few years. We are dismayed with the President's proposal to virtually flat-fund the program, and are particularly concerned about decreases in the listing and candidate conservation programs. **We urge the Subcommittee to appropriate at least \$217 million in FY11 toward the Endangered Species Program** (\$38 million above FY 10 enacted) as follows: Listing (\$32 million), Recovery (\$95 million), Consultation (\$75 million), and Candidate Conservation (\$15 million).

National Wildlife Refuge System Operations and Maintenance

The National Wildlife Refuge System is a monumental part of the public lands systems in the United States. It is home to endangered species, migrating birds, rare flora and fauna, and retreat for hunters and anglers nationwide. The Refuge System will also play a crucial role for wildlife as the impacts of climate change continue to increase. Unfortunately the President's FY11 budget reflects cuts to a system that must be able to lead the way in a warming climate. The National Wildlife Federation, in support of the Cooperative Alliance for Refuge Enhancement (CARE), **recommends \$578.3 million for Operations and Maintenance for the National Wildlife Refuge System**.

Conservation Planning Assistance

The Conservation Planning Assistance (CPA) branch delivers on-the-ground conservation of wetlands and other high-value habitats through environmental review and technical assistance. Base funding and staff levels for this program have significantly eroded over the past 15 years, and that erosion continues, despite increased demands for CPA expertise. As a first step in restoring the agency's capacity to deliver on-the-ground habitat conservation, **we urge the Subcommittee to appropriate \$32.3 million in FY 2011 toward the Conservation Assistance Program's "General Program Activities" account** (\$6 million above the FY11 request).

Youth in Natural Resources

We greatly appreciate the Subcommittee's strong support in FY10 for Secretary Salazar's Youth in Natural Resources initiative, which will reach and educate youth from all backgrounds about our nation's lands, waters and heritage, while providing employment opportunities to youth to protect our resources and restore our environment. We urge the Subcommittee to continue to grow this program and **recommend a funding level of \$56.6 million** (an increase of \$20.5 million over FY10 enacted).

II. U.S. GEOLOGICAL SURVEY

National Climate Change and Wildlife Science Center

The National Climate Change and Wildlife Science Center is an important initiative for improving the scientific support required to successfully cope with the challenges of a changing climate. **NWF is supportive of the proposed \$8 million increase in funding for the center in FY2011.** We would note, however, that following the issuance of the Secretarial Order on Climate Change and the establishment of several Landscape Conservation Cooperatives, there is a need to clarify and better communicate roles and responsibilities within the Department regarding climate change planning and science.

III. BUREAU OF LAND MANAGEMENT

National Landscape Conservation System

The National Landscape Conservation System is our newest public lands system containing 26 million acres of some of the most beautiful and best places in the American West. It recently received permanent status through the Omnibus Public Lands Act of 2009; however it was created in 2000 and this year will be the 10th anniversary of the system. As its status continues to rise, the system continues to be plagued with inadequate funding and lack of budget clarity. It is becoming more difficult to meet its core responsibilities and manage the growing number of visitors. **Therefore we recommend FY11 NLCS funding of \$100 million for operations, maintenance and planning.**

IV. BUREAU OF INDIAN AFFAIRS

Trust - Natural Resources Program

The primary function of the Trust - Natural Resources Management program is to assist tribes in the management, development, and protection of Indian trust land and natural resource assets. Due to significant unmet annual needs for tribal natural resource management, and the historic underfunding of tribal natural resource programs, NWF is concerned about the proposed \$17.2 million decrease in this program for FY11, and **recommends maintaining the FY10 enacted level of \$175.62 million.** Of the funds requested for this program, just \$0.2 million are a part of the Department's Climate Change Initiative. Given the disproportionate impact that climate change will have tribal lands in Alaska and elsewhere, we would encourage more robust BIA funding to engage the tribes in preparing for and adapting to the impacts of climate change.

V. U.S. FOREST SERVICE

Integrated Resource Restoration

The FY11 budget proposal combines the Forest Products, Wildlife & Fisheries, and Vegetation & Watershed line items into a single \$694 million budget item. The stated intent of this realignment is to shift away from traditional commercial forestry objectives and towards large-scale ecosystem restoration and stewardship. NWF is supportive of the intent to focus more on landscape-scale management and restoration, but has concerns about the potential for funding related to wildlife, rare plants, and habitat to be obscured through this realignment and possibly decreased during the course of program implementation. We would encourage the development

of robust program monitoring and oversight to ensure continued commitment to delivery on wildlife & fisheries objectives.

VI. LAND AND WATER CONSERVATION FUND

The federal acquisition portion of the Land and Water Conservation Fund is the primary tool for the federal government for acquisition of land for valuable wildlife habitat and open space. The stateside portion is vitally crucial to providing a place for children and families to connect with nature. However, in recent years LWCF has been severely underfunded, in direct contrast to the intention of the original program. NWF is pleased to see this administration increasing the funding levels of this program, and **we strongly recommend a budget of \$425 million for federal land acquisition, and \$175 million for the stateside program.**

VII. ENVIRONMENTAL PROTECTION AGENCY

Greenhouse Gas Reductions and Inventory

NWF applauds the President's call to reduce greenhouse gas (GHG) emissions in the range of 17% below 2005 levels by 2020 and more than 80% by 2050. **NWF strongly supports the FY11 request of \$43 million in new funding** for EPA programs to help achieve these goals under existing Clean Air Act authority. This funding would cover regulatory development activities covering mobile and selected stationary sources, as well as technical assistance to support states' permitting activities. These efforts are critical to combat climate change, meet our emission reduction pledges under the Copenhagen Accord, and comply with the Supreme Court decision in Massachusetts v. EPA.

NWF also supports the President's **request of \$21 million for continued implementation of the Greenhouse Gas Reporting Rule.** These activities are essential for ensuring that the agency has sufficient quality data to guide climate policy development.

Ecosystem Restoration Initiatives

America's Great Waters are the lifeblood of our nation. Sustained, consistent restoration funding is crucial for the implementation of multi-year, complex ecosystem restoration plans. NWF is **fully supportive of the proposed increase of \$13 million for EPA's Chesapeake Bay Program Office** (FY11 request of \$63 million). We are concerned, however, about significant proposed funding decreases for several other regional efforts, and urge Congress to maintain FY10 funding levels for the following ecosystems: **Great Lakes Restoration Initiative (\$475 million vs. \$300 million requested); Puget Sound geographic program (\$50 million vs. \$30 million requested); Long Island Sound geographic program (\$7 million vs. \$3.8 million requested); and Lake Champlain geographic program (\$4 million vs. \$1.4 million requested).**

National Environmental Education Act Programs

EPA's Office of Environmental Education implements highly successful, nationwide environmental education programs. Investment in these programs must ramp up quickly to prepare Americans for the clean energy economy, keep America competitive, and foster innovative thinking and solutions to global climate change. We are grateful for the Subcommittee's support of environmental education in previous years and **recommend a funding level of \$14 million** (an increase of \$5 million over FY10 enacted).



Good morning. I am Mary Sullivan Douglas and I am a Senior Staff Associate with the National Association of Clean Air Agencies (NACAA). NACAA is an association of the state and local air pollution control agencies in 53 states and territories and over 165 metropolitan areas across the country. The members of NACAA have the primary responsibility under the Clean Air Act for implementing our nation's clean air program. Thank you for this opportunity to testify on the FY 2011 proposed budget for the United States Environmental Protection Agency (EPA). NACAA supports the President's request for an \$82.5-million increase in federal grants for state and local air pollution control agencies under Sections 103 and 105 of the Clean Air Act – part of the State and Tribal Assistance Grant (STAG) program. This would raise the total amount for Section 103/105 air grants to state and local air agencies to \$309.1 million.

Air Pollution Presents a Serious Public Health Threat

Air pollution is one of the most pressing public health problems facing our nation. In this country alone, exposure to polluted air results in the deaths of tens of thousands of people prematurely every year and causes many other serious health problems, such as the aggravation of respiratory and cardiovascular disease; decreased lung function; difficulty breathing; coughing; increased susceptibility to respiratory infections; effects on the brain, such as IQ loss and impacts on learning, memory, and behavior; and cancer. For sensitive populations, such as the elderly, children or individuals with underlying health problems, the risks are even greater. Air pollution is also damaging in other ways, including harming vegetation and land and water systems, impairing visibility and causing adverse impacts on climate.

Exposure to air pollution is widespread. According to EPA data, approximately 127 million people lived in counties that exceeded at least one of the health-based national ambient air quality standards (NAAQS) in 2008.¹ When a new health-based standard for ozone is issued, this number will likely be higher. With respect to hazardous air pollutants, also called "air toxics," EPA estimates that nearly everyone in the U.S. has an increased cancer risk of greater than 10 in one million (one in one million is generally considered "acceptable").² Air pollution probably causes more deaths than any other problem under this Subcommittee's jurisdiction.

The President's Request Recognizes the Importance of Healthful Air Quality

As I stated at the outset, NACAA supports the President's request of \$309.1 million for state and local air grants, which represents an increase of \$82.5 million above the amount appropriated in FY 2010, and strongly urges Congress to appropriate funds at this level. Even

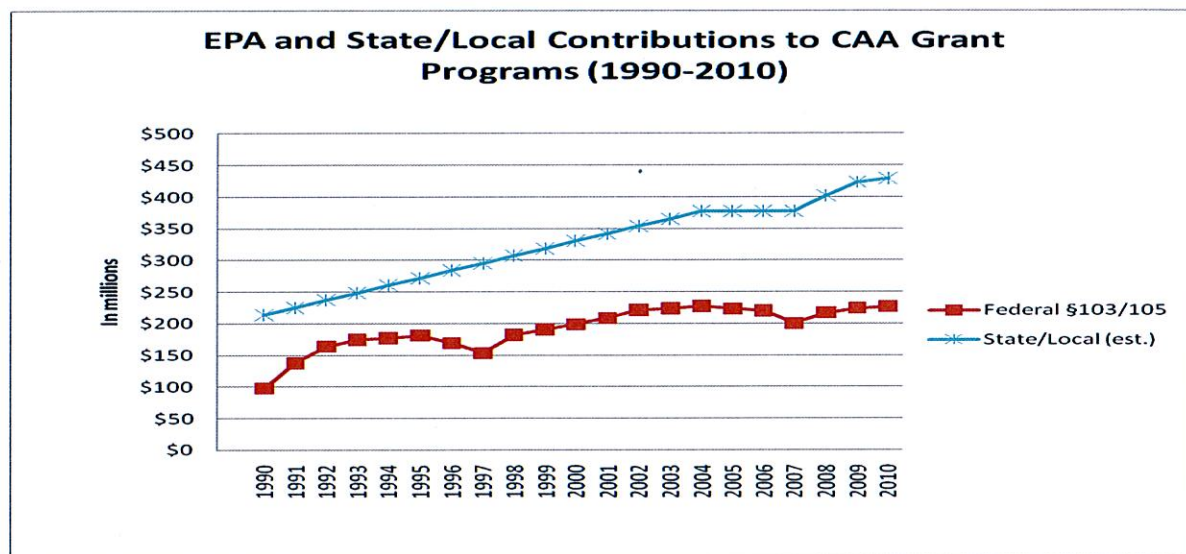
¹ *Our Nation's Air: Status and Trends Through 2008* (February 2010), EPA, www.epa.gov/airtrends/2010/.

² National-Scale Air Toxics Assessment for 2002 - Fact Sheet, www.epa.gov/ttn/atw/nata2002/factsheet.html

though this increase will not fully address the funding deficit that state and local air agencies have been facing for many years, which I will discuss further in a moment, it will be enormously helpful as we continue our existing programs and take on additional responsibilities in FY 2011. Such an increase, especially during these difficult economic times, is recognition by the Administration that clean air is critically important to public health and the welfare of this country and that the benefits of reducing air pollution far outweigh the costs of the program. We are very grateful for the President's support of our efforts and hope that Congress will appropriate the requested amount in recognition of the importance of protecting public health.

State and Local Air Quality Efforts are in Need of Significant Increases

State and local air quality agencies have struggled with insufficient resources for many years. Section 105 of the Clean Air Act authorizes the federal government to provide grants for up to 60 percent of the cost of state and local air programs, while states and localities must provide a 40-percent match. In reality, however, state and local air agencies report that they provide 77 percent of their budgets (not including permit fees under the federal Title V program), while federal grants constitute only 23 percent. Clearly state and local agencies are providing far more than their fair share of the funding. The chart below illustrates these funding trends.



Moreover, the continuing adverse impacts of the recession at the state and local levels strain already stressed budgets and cause states and localities to make painful decisions to reduce funding or cut air programs that are important for public health. As a result, states and localities must increasingly rely on federal contributions. Unfortunately, federal grants to these agencies (as the chart shows) have remained relatively stagnant and the purchasing power of state and local agency resources has actually *decreased* due to inflation. In fact, in terms of purchasing power, federal grants have decreased by nearly 10 percent between FY 2000 and FY 2010. At the same time, the responsibilities these public health agencies face have increased dramatically.

Last year, NACAA conducted a survey of state and local air pollution control agencies, requesting information about the additional resources they need to fulfill responsibilities that are

fundamental to their programs.³ The results of this study show there is an annual shortfall of \$550 million in federal grant appropriations for state and local air programs. These agencies cannot carry out their programs effectively with such enormous deficits. Insufficient funds and increasing workloads have combined to undermine the ability of state and local agencies to adequately address air pollution and protect public health.

While the President's request does not fully address all our funding needs, it will be very helpful as we continue our efforts to obtain and maintain healthful air quality for our nation.

The President's Budget Request Will Provide Funds for Critical Programs

The proposed budget calls for increases in three primary areas: Core Activities (\$45 million), Increasing Capacity for Greenhouse Gas Permitting (\$25 million); and Monitoring (\$12.5 million). All of these efforts are extremely important and are in need of increased financial support. I will say a few words about each one.

Core Activities – We commend the President for recognizing the importance of state and local agencies' core programs, as illustrated by the request for an additional \$45 million in grant funds to support those activities. While new and innovative efforts are important and necessary, we cannot forget how critical the ongoing core programs are, including the day-to-day activities that serve as the foundation of our programs. The additional funds will supplement the existing resources used for continuing program responsibilities and support the increasing workload that state and local air agencies face as EPA updates its health-based National Ambient Air Quality Standards. Agencies will be required to update or prepare new State Implementation Plans (SIPs) for ozone, nitrogen dioxide, sulfur dioxide, lead and fine particulates. For example, SIPs for the 2006 PM_{2.5} standard are due in November 2012, for the new lead standard in 2011 and 2012, and for the new ozone standard in 2013. State and local agencies must begin developing these plans, which will require increasingly complex tasks, such as addressing multi-pollutant and multi-state transport issues, compiling emission inventories, carrying out sophisticated modeling exercises, significantly expanding and operating monitoring networks and adopting and enforcing regulations, among other responsibilities.

State and local air agencies must also continue and expand programs to address risks from air toxics. These agencies are being asked to accept delegation of regulations for small, or "area" sources of air toxics, necessitating significant effort and resources to address emissions and issue permits, as needed, for literally thousands of sources. State and local air agencies also will continue to implement new hazardous air pollution standards to address the "residual risk" that remains after the implementation of the MACT standards.

Increasing Capacity for Greenhouse Gas Permitting – State and local agencies need to expand their capacity with respect to greenhouse gases (GHGs) so that they are able to transition to whatever GHG program EPA develops. For example, once GHGs are a "regulated pollutant" under the Clean Air Act, states and localities will be required to issue New Source Review permits for new and modified sources under the "Prevention of Significant Deterioration" (PSD)

³ *Investing in Clean Air and Public Health: A Needs Survey of State and Local Air Pollution Control Agencies*, NACAA (April 2009).

program and Title V operating permits for existing sources. The \$25-million increase would be used to prepare for these additional tasks by supporting staff development and training, program planning and analysis, source identification, outreach to industry and responding to the public.

Monitoring – State and local agencies must increase their monitoring activities to address the new and revised standards related to ozone, lead, nitrogen dioxide and sulfur dioxide. Additionally, the public is demanding more monitoring of hazardous air pollution in locations where the public lives, works, attends school and plays. These efforts will require the purchase of additional ambient air monitoring equipment that will provide much-needed information about the levels of pollutants in the air and, later, the success of control measures. The President's request calls for an additional \$15.0 million for the acquisition of new monitoring equipment in FY 2011 (\$12.5 million in new funding and \$2.5 million reprogrammed from air toxics monitoring at schools). While this amount is not sufficient to address *all* the additional monitoring needs, it will be very helpful for state and local agencies as they expand their monitoring capabilities to address the new and revised standards, as well as hazardous air pollutants.

Diesel Retrofit Funding Should Be Increased

NACAA is a member of a broad coalition representing public-interest, environmental, business and governmental organizations, among others. The coalition recommends that Congress provide \$100 million in FY 2011 for programs authorized by the Diesel Emissions Reduction Act (DERA), which is an increase of \$40 million above the President's request. The DERA programs are intended to decrease the amount of harmful microscopic particles in the ambient air resulting from diesel exhaust. NACAA urges Congress to provide this funding to these important efforts.

Conclusion

The President's budget request calls for a much-needed increase in grants to state and local air quality agencies at a time when these entities are required to continue their efforts and take on significant new responsibilities. While these increases would not fully address the enormous funding deficit that these programs face, they are a step in the right direction and would be vastly helpful to state and local air quality programs.

NACAA recommends, therefore, that Congress appropriate the amount contained in the President's FY 2011 request for federal grants to state and local air quality agencies under Sections 103 and 105 of the Clean Air Act, which is \$309.1 million. This represents an increase of \$82.5 million above the FY 2010 appropriated amount. Additionally, NACAA recommends that DERA programs be funded in the amount of \$100 million, which is \$40 million above the President's recommended amount.

Thank you for this opportunity to testify on this important issue and for your consideration of the resource needs of state and local air quality programs as they work to improve and protect public health.

**Statement of The Nature Conservancy
Fiscal Year 2011 Interior, Environment and Related Agencies Appropriation
Committee on Appropriations, U.S. House of Representatives
March 25, 2010**

Mr. Chairman and members of the Subcommittee, I appreciate this opportunity to present The Nature Conservancy's recommendations for Fiscal Year 2011 appropriations. My name is Thomas J. Cassidy, Jr. and I am Director of Federal Land Programs.

The Nature Conservancy is an international, non-profit conservation organization working around the world to protect ecologically important lands and waters for nature and people. Our mission is to preserve the plants, animals and natural communities that represent the diversity of life on Earth by protecting the lands and waters they need to survive. We are best known for our science-based, collaborative approach to developing creative solutions to conservation challenges. Our on-the-ground conservation work is carried out in all 50 states and more than 30 foreign countries and is supported by approximately one million individual members. We have helped conserve nearly 15 million acres of land in the United States and Canada and more than 102 million acres with local partner organizations globally.

Land and Water Conservation Fund (LWCF). Thank you for your leadership in restoring critically important funding for LWCF in recent years. We are gratified by the President's commitment to fully fund LWCF and look forward to working with Secretary Salazar and the Congress to secure the funding necessary to protect the Nation's Treasured Landscapes.

As a member of the Land and Water Conservation Coalition, we recommend a funding level of \$425 million for the federal side of LWCF and \$175 million for the state-side. This year, the Conservancy is specifically recommending 33 biologically rich land acquisition projects totaling \$95.7 million. Priorities include the Eastern Shore of Virginia NWR, Washington's Turnbull NWR, and continuing large-scale projects in New England's Silvio O. Conte NFWR and the Montana Legacy Project. We also support projects in Wisconsin's Chequamegon-Nicolet National Forest, Oregon's Hells Canyon NRA and Cherry Valley NWR, the nation's newest refuge.

Forest Legacy. We support \$150 million for this program, and are specifically proposing 6 projects totaling \$20.4 million. We hope this year to complete the phased acquisition of the 127,000 acre Northern Cumberland project, Tennessee's largest conservation project since the creation of Great Smoky Mountains National Park. Other priority projects include Kentucky's Big Rivers Corridor, Montana's Clearwater Lands and the 2nd phases both of New York's Follensby Pond and Texas' Longleaf Ridge.

Climate Change. The Conservancy welcomes the President's commitment to address the global climate challenge and supports the Administration's FY11 proposed increases

for climate-specific programs and activities. We also appreciate this Committee's leadership in highlighting climate change adaptation and science funding, including the USGS National Climate Change and Wildlife Science Center. We particularly look forward to working with the FWS and other DOI bureaus to support and implement the work of the Landscape Conservation Cooperatives. The Conservancy is committed to advancing landscape scale conservation projects, and protect large, interconnected, and ecologically significant habitat. Coupled with robust funding to complementary conservation programs, the Administration's science-based investments will help address the critical challenges to people and nature in a world whose climate is changing.

Wildland Fire Management. We appreciate the Committee's continued attention to high-cost wildfire and proactive management to reduce fuels and protect communities from damaging fire. We have three recommendations for wildland fire. First, increase hazardous fuels reduction funding by 10 percent over enacted to \$395.3 million for the Forest Service and \$208.2 million for DOI as a necessary investment to reduce threats to communities and abate costs of future wildlife. Second, increase to \$78.2 million funding for National Fire Plan State Fire Assistance and increase to \$7.7 million funds for DOI Rural Fire Assistance. These investments are needed to improve community safety and build local capacity for controlled burning as fuels reduction treatment. Finally, we support full funding of fire suppression needs for 2011 through the fire suppression budget, FLAME Fund and Contingent Reserve Fund as necessary to safeguard critical conservation programs from "fire borrowing."

Integrated Resource Restoration. The Conservancy strongly supports the President's FY11 proposal for the U.S. Forest Service's Integrated Resource Restoration budget. First, we recommend full funding of \$40 million for the Collaborative Forest Landscape Restoration Program, which was authorized last year and funded by this Committee at \$10 million. Second, we support creation of the Priority Watershed and Job Stabilization Initiative to provide \$50 million on a competitive basis for projects that improve watershed conditions and provide employment in restoration, wood energy and value-added processing. Third, we support creation of the Integrated Resource Restoration budget with \$694 million by combining programs that were formerly separate functions of Wildlife and Fisheries Habitat Management, Vegetation and Watershed Management, and Forest Products. Separate funding for these activities has led to disparate, uncoordinated activities in wildlife, fisheries, timber, and watershed improvement that did not necessarily contribute to restoration goals. The new budget structure will break new ground by measuring activity accomplishment by ecological outcomes and effects on watershed condition, rather than acres of habitat or miles of stream restored, and by promoting increased use of stewardship contracts and timber sales where they make fiscal sense. We trust that this new budget will better enable the Forest Service to provide important ecosystem services such as clean and abundant water, renewable energy from biomass, restored wildlife and fish habitat, carbon sequestration and healthy forests and grasslands.

Forest Health Management. America's forests are threatened by existing and a growing number of non-native pests and diseases. The Conservancy appreciates the Committee's leadership in consistently providing funding above the President's request. The Forest Health Management program should receive an increase to \$145 million to

effectively address economically and ecologically damaging pests, including the Asian Longhorned Beetle, Emerald Ash Borer, Hemlock Woolly Adelgid, Sudden Oak Death, thousand-canker disease (threatening walnut trees), and the gold-spotted oak borer.

Forest Service Research Program. We recommend an increase of \$3 million above enacted for the “Invasives R&D” line item within the Forest Service Research program. This would permit maintaining at current levels research to improve detection and control methods for the Emerald Ash Borer, Hemlock Woolly Adelgid and other non-native forest pests and diseases.

Endangered Species. The Conservancy supports an increase for the FWS's Cooperative Endangered Species Conservation Fund (CESCF) to \$100 million. The Conservancy and its partners, including multiple state and county governments, have used the Habitat Conservation Plan (HCP) and Recovery Land Acquisition Programs to secure key habitat for numerous threatened, endangered and at-risk species. In recent years, CESCF funds have been used to provide permanent habitat protection through conservation easement on high-priority private lands, such as in Northern Idaho's Kootenai Valley, providing a critical link between higher elevation public lands of the Selkirk Mountains, low-elevation protected areas owned by the Idaho Department of Fish and Game and private land. California's Ramona Grasslands and Montana's Blackfoot Valley have also been the focus of attention for fee-title and conservation easements under the CESCF program. We also support continued funding for the Upper Colorado River Endangered Fish Recovery Program, recovery funds for the San Juan River Basin Recovery Implementation Program, and fish hatchery needs associated with the recovery plans in this region.

State Wildlife Grants. The Conservancy endorses the Teaming with Wildlife Coalition's funding recommendation of \$100 million. Strong federal investments are essential to ensure strategic actions are undertaken by state and federal agencies and the conservation community to conserve wildlife populations and their habitats. We also support a \$5 million competitive grant program as a subset of the State Wildlife Grant Program.

National Wildlife Refuge System.

The Conservancy applauds the Committees' significant increases in recent years for operations and maintenance of the National Wildlife Refuge System, a cornerstone of our commitment to fish and wildlife resources throughout the nation. As a member of the Cooperative Alliance for Refuge Enhancement (CARE) coalition we are supporting a request for \$578 million in FY11 for the operations and maintenance of the system.

Migratory Bird Programs. The Committee has consistently provided vitally important investments for a number of migratory bird programs. Such investments are essential to reverse declines in bird populations through direct conservation action, monitoring and science. We urge the Committee to increase funding over the President's request and FY10 enacted for such established and successful programs as the North American Wetlands Conservation Act (NAWCA) and the Joint Ventures, and the Migratory Bird Management Program.

Partnership Programs. We recommend funding levels of the President's request or FY10 enacted for the FWS Coastal Program and Partners for Fish and Wildlife Program and request \$10 million for the National Fish Habitat Initiative.

International Programs. The Conservancy, as part of an alliance of major international conservation groups, supports \$15 million to the FWS' Multinational Species Conservation Funds. We and the alliance also strongly support \$21 million for the FWS office of international affairs which includes Wildlife Without Borders; \$6.5 million for the FWS' Neotropical Migratory Bird Conservation Fund; and \$16 million for the U.S. Forest Service's International Programs.

Bureau of Land Management Climate Change, Ecoregional Assessments & Resource Management. The Conservancy supports the Administration's recommended funding for BLM's Climate Change Adaptation Initiative. This will enable focus upon completing ecoregional assessments, a key information tool for the agency to respond to the growing challenges of climate change and energy development. Evaluation of ecoregions and comparison of assessments across multi-state regions will provide information to guide future planning and management decisions. Ecoregional assessments are a critical contribution to the Landscape Conservation Cooperatives (LCCs) which link science with conservation planning to address broad scale challenges of a changing climate to species and habitats. We also recommend robust funding for BLM resource management and transportation planning activities. These funds are needed to complete a significant number of ongoing planning efforts and to initiate new planning efforts in key places, without which the agency cannot make informed mitigation and siting decisions for traditional and renewable energy proposals and take the management actions necessary to improve priority wildlife and aquatic habitats, ensure water quality, control invasive species and manage off-road vehicle use. BLM should also be encouraged to use existing data sets when available so that funding can be focused on critical data needs instead of creating duplicitous data sets.

USGS – Water Resources. We support increased funding levels for the National Streamflow Information Program and the Cooperative Water Program. These programs provide scientific data needed by multiple public and private water managers and their partners. As climate change, drought and population growth increase the demands on water resources, it is critical to invest in the integration of state and federal water resource data and to better understand water needs of human communities and the environment.

Environmental Protection Agency. The EPA Geographic programs provide critical leadership, technical support and funding for on-the-ground actions to improve water quality and restore aquatic ecosystems. We support \$300 million for the Great Lakes Restoration Initiative. We also support \$103 million for the implementation of the various programs and activities defined in the President's Chesapeake Bay Executive order, including funding EPA's Chesapeake Bay program. We support \$50 million to support implementation of the Puget Sound Partnership's Action Agenda and \$20 million for implementation of the Long Island Sound program.

Thank you for the opportunity to present The Nature Conservancy's recommendations for the FY 2011 Interior, Environment and Related Agencies appropriations bill.

**Testimony of
The American Society of Civil Engineers*
Before the Subcommittee on Interior, Environment and Related Agencies
on the Budgets for
The Environmental Protection Agency
and the
United States Geological Survey
For Fiscal Year 2011
March 25, 2010**

Mr. Chairman, Mr. Simpson, and Members of the Subcommittee:

Good morning. I am Patrick J. Natale, P.E., Executive Director of the American Society of Civil Engineers (ASCE). I am a licensed Professional Engineer in the state of New Jersey. I am pleased to appear before the Subcommittee today to testify on behalf of ASCE to discuss the proposed budgets for the Environmental Protection Agency (EPA) and the United States Geological Survey (USGS) for Fiscal Year 2011.

A. ASCE Recommends an Appropriation of \$3 billion for the Clean Water Act State Revolving Loan Fund (SRF) in Fiscal 2011.

The administration's FY 2011 budget request for the EPA totals \$10 billion. This is slightly less than the agency's FY 2010 enacted budget of \$10.3 billion.

The president has requested \$2 billion for the Clean Water SRF. Although this request reflects the president's desire to deal forcefully with the funding needs of the nation's aging wastewater infrastructure, ASCE believes that the wastewater investment "gap" of approximately \$400 billion requires an even greater annual commitment.

-1-

* ASCE was founded in 1852 and is the country's oldest national civil engineering organization. It represents 144,000 civil engineers in private practice, government, industry and academia who are dedicated to the advancement of the science and profession of civil engineering. ASCE is a non-profit educational and professional society organized under Part 1.501(c) (3) of the Internal Revenue Code.

Aging wastewater treatment systems discharge billions of gallons of untreated wastewater into U.S. surface waters each year. The Environmental Protection Agency estimates that the nation must invest \$390 billion over the next 20 years to update or replace existing systems and build new ones to meet increasing demand.

Since 1972, Congress has directly invested more than \$80 billion in the construction of publicly owned sewage treatment works (POTWs) and their related facilities. State and local governments have spent billions more over the years. Total non-federal spending on sewer and water has been billions more. Nevertheless, the physical condition of many of the nation's 16,000 wastewater treatment systems is poor, due to a lack of investment in plant, equipment and other capital improvements over the years.

In 2008, EPA reported that the total investment needs of America's publicly owned treatment works as of January 1, 2004, were \$202.5 billion. This reflects an increase of \$16.1 billion (8.6 percent) since the previous analysis was published in January 2004.

Many systems have reached the end of their useful design lives. Older systems are plagued by chronic overflows during major rain storms and heavy snowmelt and, intentionally or not, are bringing about the discharge of raw sewage into U.S. surface waters.

EPA estimated in August 2004 that the volume of combined sewer overflows (CSOs) discharged nationwide is 850 billion gallons per year. Sanitary sewer overflows (SSOs), caused by blocked or broken pipes, result in the release of as much as 10 billion gallons of raw sewage yearly, according to the EPA.

Wastewater infrastructure is expensive as are the monetary and social costs incurred when infrastructure fails. The nation's wastewater systems are not resilient in terms of current ability to properly fund and maintain, prevent failure, or reconstitute services.

Additionally, the interdependence on the energy sector contributes to the lack of system resilience that is increasingly being addressed through the construction of dedicated emergency power generation at key wastewater utility facilities. Aging, under-designed, or inadequately maintained systems discharge billions of gallons of untreated wastewater into U.S. surface waters each year.

Future investments must focus on updating or replacing existing systems as well as building new ones to meet increasing demand; improved operations processes including ongoing oversight, evaluation, and asset management on a systemwide basis; and watershed approaches to look more broadly at water resources in a coordinated systematic way.

B. ASCE Recommends an Appropriation of \$2 Billion for the Safe Drinking Water Act SRF in FY 2011.

America's drinking water systems face an annual shortfall of at least \$11 billion to replace aging facilities that are near the end of their useful life and to comply with existing and future federal water regulations. This does not account for growth in the demand for drinking water over the next 20 years. Leaking pipes lose an estimated seven billion gallons of clean drinking water a day.

Of the nearly 53,000 community water systems, approximately 83 percent serve 3,300 or fewer people. These systems provide water to just nine percent of the total U.S. population served by all community systems. In contrast, eight percent of community water systems serve more than 10,000 people, and they provide water to 81 percent of the population served.

Eighty-five percent (16,348) of non-transient, non-community water systems and 97 percent (83,351) of transient noncommunity water systems serve 500 or fewer people. These smaller systems face huge financial, technological, and managerial challenges in meeting a growing number of federal drinking-water regulations.

Federal assistance has not kept pace with demand, however. Between FY 1997 and FY 2010, Congress provided more than \$11 billion for the DWSRF through annual appropriations. This total is approximately equal to the annual capital investment gap for each of those years as calculated by EPA in 2002.

Although drinking-water treatment plant operators are often able to provide workarounds during system disruptions, the nation's drinking-water systems are not highly resilient based on present capabilities to prevent failure and properly maintain or reconstitute services.

Additionally, the lack of investment and the interdependence on the energy sector contribute to the lack of overall system resilience. These shortcomings are currently being addressed through the construction of dedicated emergency power generation at key drinking water utility facilities, increased connections with adjacent utilities for emergency supply, and the development of security and criticality criteria within the sector. Investment must be prioritized to take into consideration system vulnerabilities, interdependencies, improved efficiencies in water usage via market incentives, system robustness, redundancy, failure consequences, and ease and cost of recovery.

C. ASCE Recommends an Appropriation of \$1.3 Billion for the USGS in FY 2011

In a time of fiscal restraint, the USGS budget proposal for FY 2011 is up nearly four percent over the current fiscal year appropriation, but we believe the request falls short of the amount needed to support the science needs of the nation.

The FY 2011 budget request for USGS totals \$1.1 billion, \$21.6 million above the FY 2010 enacted level. The president is asking for increases in programs for renewable energy, climate change, water availability and use, natural hazards, and Landsat.

The Water Resources Investigations activity is funded at \$228.8 million in the 2011 budget, which is \$3.5 million below the 2010 enacted level. The budget proposes \$158.7 million for Hydrologic Monitoring, Assessments, and Research for collection, management, and dissemination of hydrologic data, analysis of hydrologic systems through modeling or statistical methods, and research and development leading to new methods and new understanding, with a focus on water conservation. The tight budget lead the Department to request budget reductions for the Cooperative Water Program (\$63.6 million, which is \$1.9 less than the FY 2010 enacted level) and for the National Streamflow information Program (\$27.1 million, a reduction of \$563,000).

Program increases were requested for the National Water Availability and Use Assessment, including \$1.1 million for the Groundwater Resources program and \$6.4 million for Hydrologic Networks and Analysis.

The WaterSMART Quality Assessment program describes status and trends in water quality, provides an improved understanding of the natural factors and human activity affecting these conditions, and provides information to Federal, State, and local regulatory and policy decisionmakers. A net reduction of \$1.5 million is proposed in Hydrologic Monitoring, Assessments, and Research to focus on the WaterSMART program.

The Cooperative Water program is funded at \$63.6 million, \$2 million below the 2010 level. The program builds on efforts to leverage state, local, and tribal funds to support the majority of the national hydrologic data network of streamgages, wells, and monitoring sites. The Water Resources Research Act program is funded at \$6.5 million to promote state, regional, and national coordination of water resources research and training and a network of Water Resources Research Institutes to facilitate research coordination and information and technology transfer.

Mr. Chairman, that concludes my statement. I would be pleased to answer any questions.